PENNSYLVANIA

MONTHLY RELIEF BULLETIN

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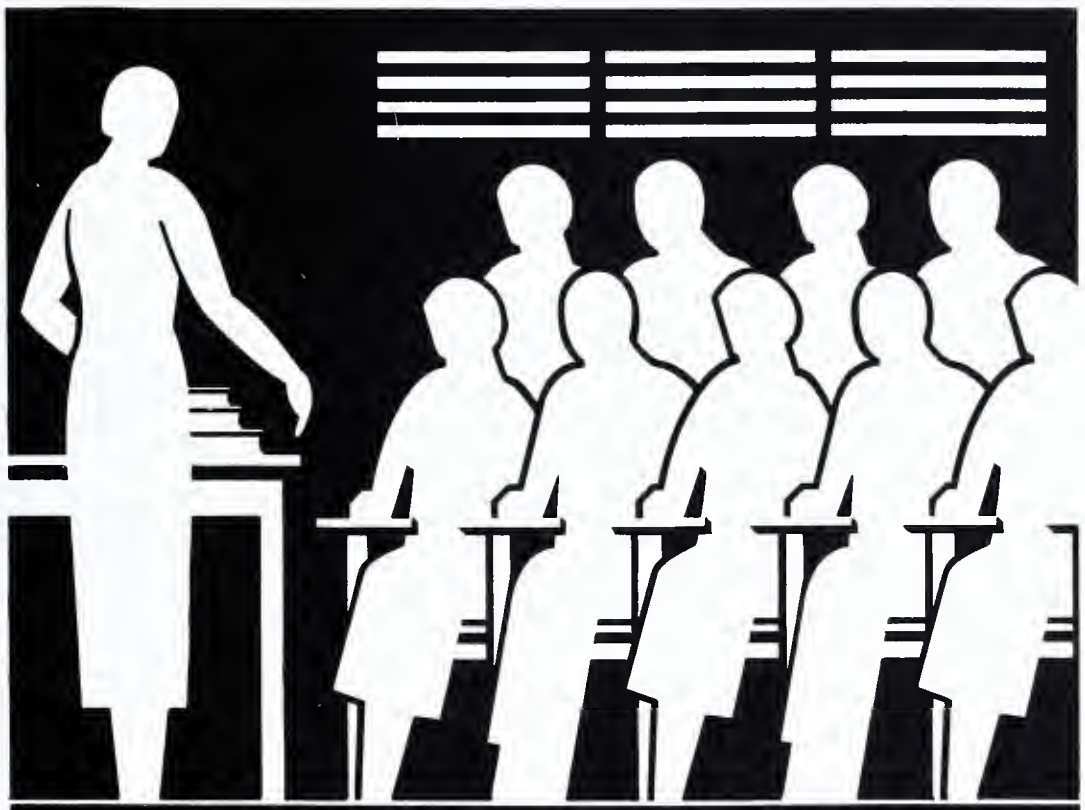
EMERGENCY EDUCATION



SEE - TOPIC OF THE MONTH - PAGE · 28

STATE EMERGENCY RELIEF ADMINISTRATION

DIVISION OF RESEARCH & STATISTICS

JULY · AUGUST
SEPTEMBER
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INDUSTRY, RELIEF, & UNEMPLOYMENT

Industry. According to statistics released by the State Department of Labor and Industry, the general level of employment in Pennsylvania industries during the midsummer months, July and August, was somewhat lower than in June.

The number of wage earners declined 2.7 per cent from June 15 to July 15. A further decline of 1.2 per cent occurred from this date to mid-August.

Aggregate payrolls, on the other hand, after declining almost 10 per cent between June and July, showed a recovery of 5.8 per cent in August, reflecting marked improvement in manufacturing industries, offset only partially by a continued decline in the non-manufacturing group.

Among individual non-manufacturing industries, anthracite coal production reported the most severe slump during this period. The total of 78,906 miners employed in June dropped to 53,807 in August and those remaining at work received an average weekly wage of $21.28 as compared with $33.83 two months earlier. Part of this decline was due to a strike in Schuylkill County during August over the question of equal time ("sharing the work").

Bituminous coal mining, unsettled since the termination of the five-year union contract in April, reached during July its lowest employment and payroll level for any month since 1933. Employment fell off 15 per cent and aggregate wages dropped 56.3 per cent, to be followed by recoveries of 5.9 per cent and 37.8 per cent, respectively, in August. In keeping with seasonal expectations, the third key non-manufacturing industry in the State - retail trade - registered comparatively small declines during both months.

Textile and clothing factories, with an employment gain of 5 per cent and a gain in payrolls of 20.2 per cent, led the upturn experienced by manufacturing industries in August. Steel and iron plants also contributed substantially, the August increase in employment being 1.6 per cent and in payrolls 13.4

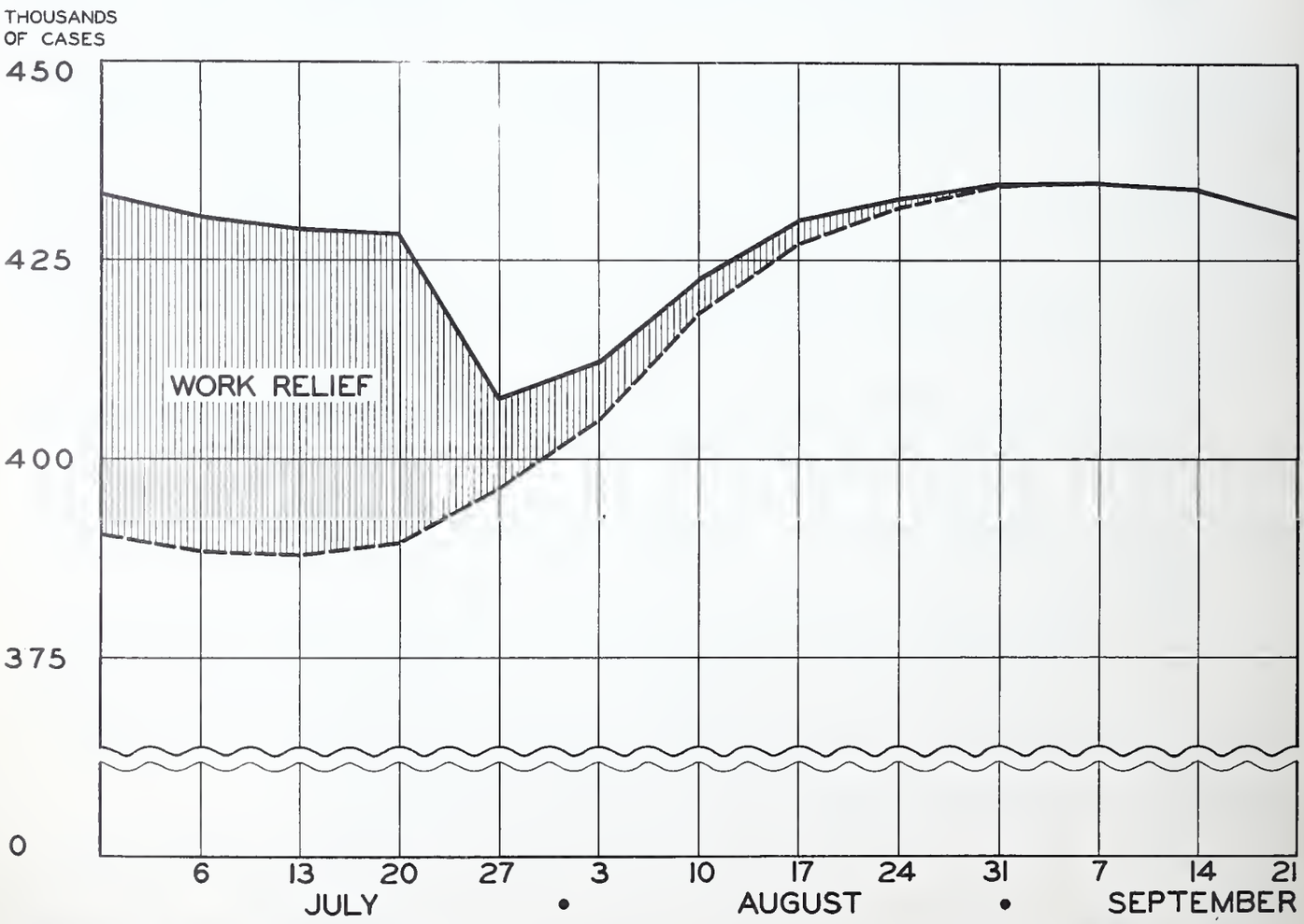
per cent.

Average weekly wages during the summer, reported by representative firms in all industries, were as follows:

	August	July	June
All industries	$21.39	$20.51	$22.13
All manufacturing industries	20.11	18.54	19.25
Iron and steel	21.61	19.51	20.09
Textile and clothing	17.31	15.11	15.61
All non-manufacturing industries	22.63	22.42	24.90
Anthracite coal	21.28	22.11	33.83
Bituminous coal	14.83	11.42	21.99
Retail trade	20.40	20.30	20.16

RELIEF CASES

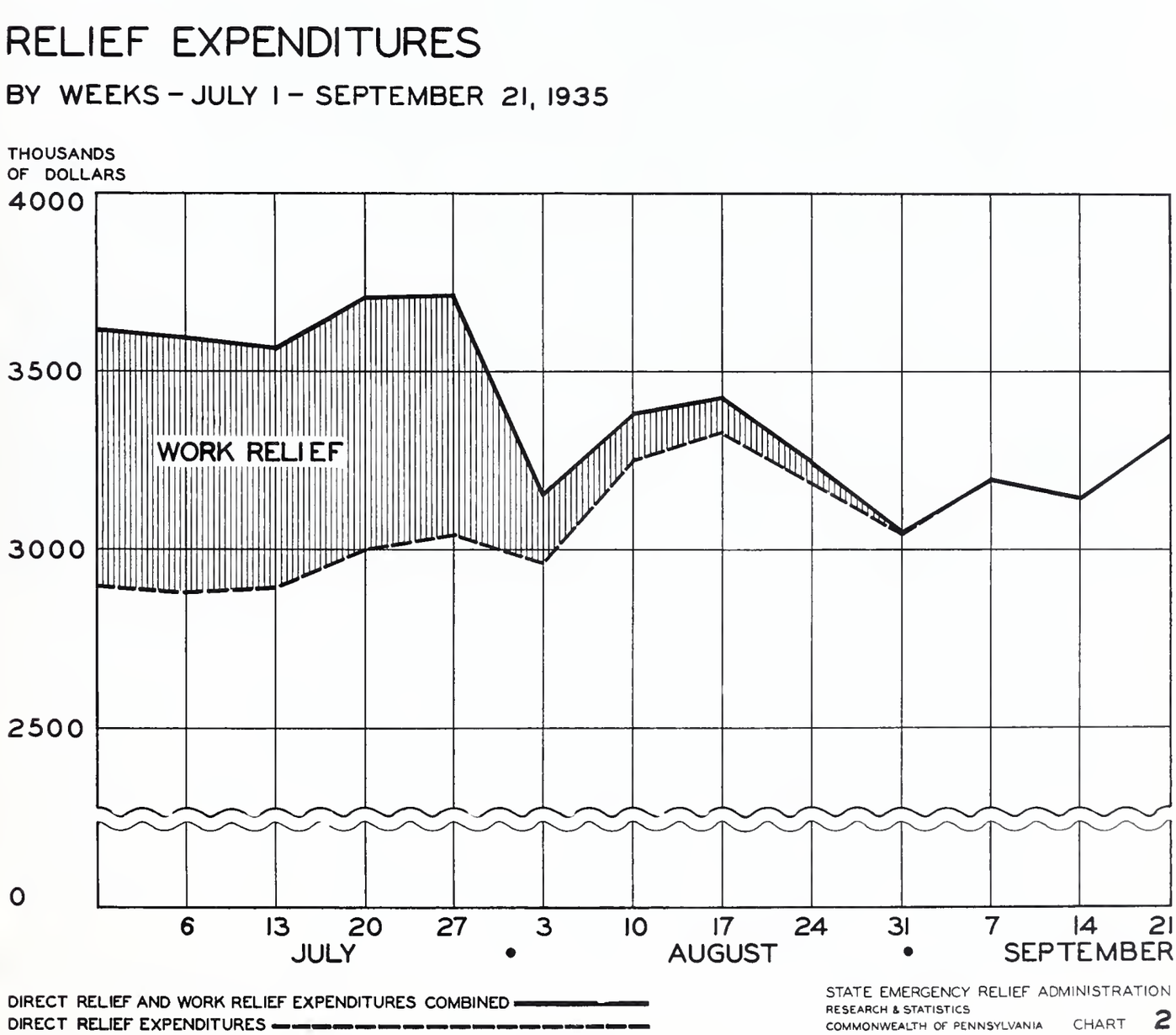
BY WEEKS - JULY 1 - SEPTEMBER 21, 1935



Relief. The trend of weekly relief case loads and expenditures in July, August and the first three weeks of September is shown in Charts 1 and 2.

The marked fluctuation in the number of cases (families and non-family individuals) receiving relief was largely due to two major factors: (1) the tapering off and final suspension of the Work Division program, starting with the closing of approximately 27,000 work relief cases on July 20 and (2) the subsequent increase in direct relief rolls occasioned by the gradual addition of practically all former work relief cases.

These fluctuations tended to obscure the inverse relationship which ex-



ists between industrial employment and trends in relief. Nevertheless, the smoothing out of the total relief load curve after the middle of August at a higher level than during the early weeks of July is a suggestive indication of this relationship in which a lag of at least a month is to be expected.

According to preliminary figures, the average number of cases receiving direct relief during September was 431,318, in comparison with 426,583 receiving both direct and work relief in August and 424,000 receiving both forms in July. The higher average in September reflected a peak case load of 434,771 recorded in the first week of the month followed by a series of weekly declines which brought the number of cases on September 28 to 425,724 (see Table 1). Reemployment in private industry, particularly in manufacturing areas, was the principal cause for closing relief cases in September.

The savings effected by putting the entire relief case load on a direct relief basis are evident in Chart 2. The move, necessitated by sharply curtailed funds, was largely responsible for reducing total expenditures of the Relief Administration from $17,890,680.97 in July to $16,460,568.47 in August.

Unemployment. Summer reports received from the State Employment Offices and the National Reemployment Service showed a continued rise in the number of persons (including relief recipients) registered for employment.

A total of 1,255,056 applications were classified as active on August 31. The fact that this was 106,865 more than the number at the end of June may be attributed to several factors, including an increase (largely seasonal) in industrial unemployment; an influx of applications from persons hoping to obtain jobs under the new Federal Works Program; and strict enforcement of the ruling that all employable recipients of relief must register for work classification.

It is impossible to say to what extent the one and a quarter million

names in the active files of the S.E.O. and N.R.S. reflect the actual volume of unemployment in Pennsylvania, since some of the applicants, although seeking work, have part-time or temporary jobs and since the number of unemployed who have not registered is unknown.

Active applications and placements reported by both State and Federal agencies for the three summer months were as follows:

	August	July	June
Active applications at end of month	1,255,056	1,191,219	1,148,191
Placements during month - total	10,699	16,941	29,093
In private industry	4,182	4,128	3,870
On work relief projects*	4,688	8,779	18,906
On P.W.A. projects	1,829	4,034	6,317

The sharp drop in job placements during July and August was traceable entirely to the suspension or curtailment of old work relief and P.W.A. projects which had formerly drawn their labor supply from the employment services. Preliminary figures in September indicated that placements of relief persons under the new Works Program would exceed 22,000 for the month and increase rapidly thereafter toward the announced goal of 309,000 at work.

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* In August these included both S.E.R.A. Work Division projects and new Works Progress Administration projects.

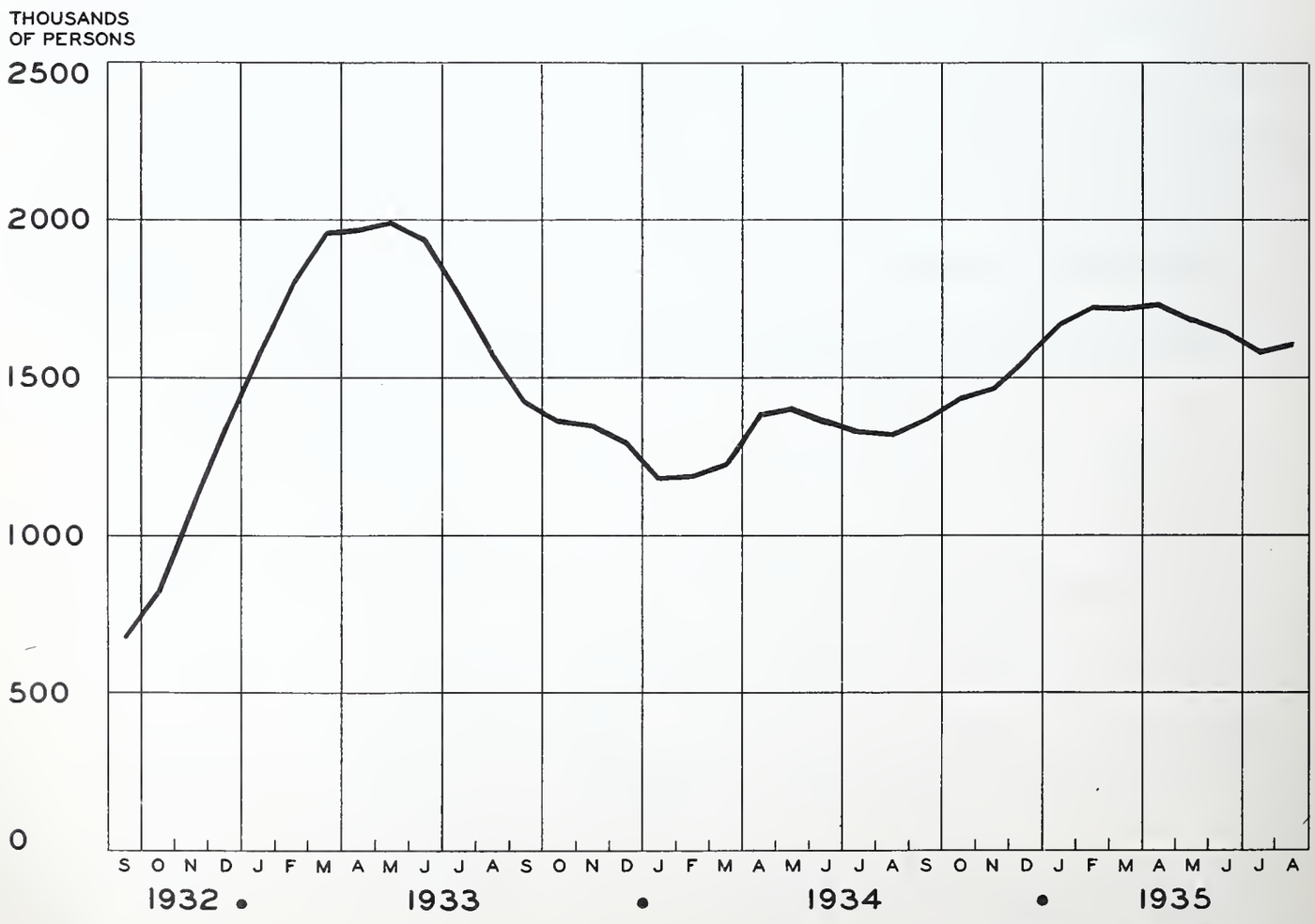
CASE LOAD

Trend of Relief. As pointed out on page 5, the cessation of work relief activities by the Relief Administration was the principal cause of the sharp drop in the number of cases receiving relief at the end of July and of the increases which followed in August as former work relief recipients, unable as yet to find employment under the new Works Program, sought direct aid (Tables 1 and 2). A discussion of other factors, affecting individual counties, will be found in the section on "County and Area Trends."

The decision to taper off S.E.R.A. work projects resulted primarily from

AVERAGE NUMBER OF PERSONS RECEIVING RELIEF

SEPTEMBER, 1932 - AUGUST, 1935



STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 3

TABLE 1

DIRECT AND WORK RELIEF CASE LOADS AND EXPENDITURES, BY WEEKS
JULY 1 THROUGH SEPTEMBER 28, 1935*

Week Ending	Cases			Expenditures		
	Total	Direct Relief	Work Relief	Total	Direct Relief	Work Relief
July 6	430,668	388,482	42,186	$3,598,255.80	$2,882,468.32	$715,787.48
July 13	429,121	388,160	40,961	3,572,234.67	2,895,011.59	677,223.08
July 20	428,367	389,682	38,685	3,714,242.26	3,001,499.03	712,743.23
July 27	407,842	396,563	11,279	3,717,889.97	3,043,147.52	674,742.45
Aug. 3	412,385	405,289	7,096	3,161,024.09	2,964,553.35	196,470.74
Aug. 10	422,785	418,537	4,248	3,389,476.38	3,251,455.11	138,021.27
Aug. 17	430,228	427,346	2,882	3,430,828.91	3,329,297.72	101,531.19
Aug. 24	432,729	431,780	922	3,251,108.27	3,188,918.36	62,189.91
Aug. 31	434,787	434,475	312	3,055,907.84	3,044,567.35	11,340.49
Sept. 7	434,771	434,771	-	3,199,780.30	3,199,780.30	-
Sept. 14	434,119	434,119	-	3,147,129.97	3,147,129.97	-
Sept. 21	430,664	430,664	-	3,320,843.82	3,320,843.82	-
Sept. 28	425,724	425,724	-	3,251,872.85	3,251,872.85	-

TABLE 2

RELIEF APPLICATIONS RECEIVED, CASES OPENED AND CASES CLOSED, BY WEEKS
JULY 1 THROUGH SEPTEMBER 28, 1935*

Week Ending	Relief Applications	Cases Opened	Cases Closed	Net Change in Case Load
July 6	10,488	8,698	11,590	- 2,892
July 13	14,999	10,825	12,372	- 1,547
July 20	18,616	12,464	13,218	- 754
July 27	21,860	15,412	35,937	- 20,525
Aug. 3	23,123	18,166	13,623	+ 4,543
Aug. 10	19,226	20,856	10,456	+ 10,400
Aug. 17	15,598	18,026	10,583	+ 7,443
Aug. 24	14,226	16,517	14,016	+ 2,501
Aug. 31	14,033	12,618	10,560	+ 2,058
Sept. 7	10,195	8,802	8,818	- 16
Sept. 14	12,088	9,174	9,826	- 652
Sept. 21	9,980	7,873	11,328	- 3,455
Sept. 28	11,763	8,933	13,873	- 4,940

* September figures are preliminary.

the relatively high cost of work relief as compared with direct relief and the necessity of conserving extremely limited funds during the summer.

As shown in Table 1, work relief cases at the beginning of July numbered 42,186, or nearly 10 per cent of the case load. By the first week in August the number of such cases had been reduced to 7,096, and by the first week in September the entire case load - which had risen from a low point for the summer of 407,842 to a peak of more than 434,000 - was receiving direct relief.

In comparison with June and July (see Tables 3 and 4) final case statistics for August showed:

> An average of 426,583 cases receiving relief, which was an increase of 2,583 over July but still 10,311 less than in June.
>
> An average of 17,241 relief applications per week which was an increase of 750 over July and of 4,247 over June.

TABLE 3

AVERAGE NUMBER OF CASES AND PERSONS RECEIVING RELIEF, BY MONTHS
AUGUST, 1934 - AUGUST, 1935

Month	Average Number During Month		Average No. of Persons Per Case
	Cases	Persons	
August, 1934	334,096	1,325,983	4.0
September	345,716	1,372,876	4.0
October	360,036	1,425,255	4.0
November	373,441	1,470,232	3.9
December	401,437	1,570,945	3.9
January, 1935	431,975	1,678,377	3.9
February	450,859	1,728,286	3.8
March	455,343	1,727,192	3.8
April	459,121	1,738,307	3.8
May	447,125	1,691,316	3.8
June	436,894	1,649,386	3.8
July	424,000	1,587,664	3.7
August	426,583	1,606,633	3.8

TABLE 4

COMPARATIVE SUMMARY OF CASE STATISTICS
AUGUST, JULY AND JUNE, 1935

Item	August 1935	July 1935	June 1935
Number of cases at beginning of month	407,842	433,560	441,248
Direct relief	396,563	390,743	399,037
Work relief	11,279	42,817	42,211
Number of cases at end of month	434,787	407,842	433,560
Direct relief	434,475	396,563	390,743
Work relief	312	11,279	42,817
Average number of cases during month	426,583	424,000	436,894
Direct relief	423,491	390,722	395,093
Work relief	3,092	33,278	41,801
Number of different cases during month	474,160*	463,577*	467,737*
Direct relief	469,749	429,901	434,919
Work relief	7,500	47,892	53,321
Average number of relief applications per week	17,241	16,491	12,994
From new cases	5,583	5,711	5,794
From former relief cases	11,658	10,780	7,200
Average number of cases opened per week	15,976	10,402	9,638
New cases	3,084	3,038	3,189
Former relief cases	12,892	7,364	6,449
Average number of cases closed per week	10,587	16,831	11,560
Direct relief	8,939	9,613	10,810
Work relief	1,648	7,218	750

* Cases receiving both direct and work relief during the month are counted only once in the total.

An average of 15,976 cases opened per week, which was an increase of 5,574 over July and of 6,338 over June.

An average of 10,587 cases closed per week, which was 6,244 less than in July and 973 less than in June.

It is significant that the fluctuations in the weekly average numbers of applications and opened cases were due almost entirely to the factor of former relief clients reapplying for relief and being reinstated on the rolls. The number of applications from persons seeking relief for the first time remained almost constant during the summer, ranging from 5,794 in June to 5,583 in August. Similarly, the number of new cases opened per week averaged a little more than 3,000 in each of the three months.

Urban and Rural Cases. Results of a special census of urban and rural cases receiving relief during September confirms previous estimates that farmers are decidedly under-represented on Pennsylvania relief rolls.

The enumeration revealed a total of 434,481 cases, made up of 1,622,687 persons. As shown in the tabulation below, only 4.2 per cent of the cases were classified as "rural farm"; 22.2 per cent were classified as "rural non-farm"; while 73.6 per cent, or nearly three fourths, were classified as "urban," i.e., living in centers of 2,500 or more inhabitants.

	Cases		Persons		Persons Per Case
	Number	Per Cent	Number	Per Cent	
TOTAL	434,481	100.0	1,622,687	100.0	3.7
Urban	319,915	73.6	1,129,997	69.6	3.5
Rural non-farm	96,364	22.2	404,779	25.0	4.2
Rural farm	18,202	4.2	87,911	5.4	4.8

The number of persons in these cases coupled with the average number of

persons per case is significant, reflecting, as it does, the fact that relief families on farms tend to be appreciably larger than those living in urban and semi-urban centers or even in villages.

An analysis of the urban and rural composition of the State's population, according to the Federal Census of 1930, further illuminates the above findings.

	State Population		Per Cent of Population Receiving Relief
	Number	Per Cent	
TOTAL	9,631,350	100.0	16.7
Urban	6,533,511	67.8	17.0
Rural non-farm	2,251,599	23.4	18.0
Rural farm	846,240	8.8	10.4

Whereas 8.8 per cent of the total population lived on farms in 1930, only 5.4 per cent of the September, 1935, relief population falls in this category. Conversely, the relief population contains an over-representation of urban and rural non-farm persons. It is noteworthy that the percentage of population receiving relief in rural non-farm areas is slightly higher than in urban areas and much higher than the 10.4 per cent on rural farms. The chief explanation for this lies in the fact that a large proportion of the miners in Pennsylvania's distressed soft coal regions live in communities which have less than 2,500 inhabitants and accordingly are classified as rural non-farm.

Turnover. Table 5 reveals the continuous turnover in unemployment relief cases during the thirteen-month period: August, 1934 - August, 1935.

The rate of turnover in July and August of this year was, of course, accelerated by the suspension of Work Division projects and a ruling on July 20 requiring members of closed work relief cases to file new applications in

order to obtain direct relief.*

Approximately four out of five of the 90,369 applications investigated in August proved to be eligible. These, totaling 71,455, were accepted as new and reopened cases and the remaining 18,914 were rejected. The proportion of eligible cases was higher than in any recent previous month.

Of the 470,842 cases receiving relief at the beginning of August, 390,264,

TABLE 5

TURNOVER IN RELIEF CASE LOAD, BY MONTHS
AUGUST, 1934 - AUGUST, 1935

Month	Number of Cases at Beginning of Month	Number of Cases		Number of Relief Applications		
		Reinvestigated	Closed	Investigated	Rejected	Accepted
August, 1934	334,569	241,086	66,046	86,112	22,610	63,502
September	332,025	240,893	36,057	78,917	23,286	55,631
October	351,599	276,802	31,250	63,348	18,079	45,269
November	365,618	256,411	32,525	66,070	19,281	46,789
December	379,882	261,167	31,124	86,388	18,179	68,209
January, 1935	416,967	262,915	27,639	68,563	15,222	53,341
February	442,669	286,870	40,160	60,990	11,304	49,686
March	452,195	376,310	45,608	67,375	15,339	52,036
April	458,623	359,270	43,946	55,793	13,355	42,438
May	457,115	418,826	64,957	66,221	17,131	49,090
June	441,248	378,580	46,241	53,296	14,743	38,553
July	433,560	345,657	67,325	56,761	15,154	41,607
August	407,842	390,264	52,937	90,369	18,914	71,455

or nearly 96 per cent, were reinvestigated by home visits during the month. This routine part of relief administrative work was responsible for the closing of a large proportion of the 52,937 cases removed from August relief rolls and also made possible the adjustment of grants to many cases where changed

* Previous to this date, cases were transferred from one program to another without formal reapplication or immediate reinvestigation of need.

circumstances were disclosed.

Automatic Reinstatement. September marked the completion of the first half year of the automatic reinstatement system whereby a relief recipient who accepts private employment may receive a certificate insuring his prompt return to relief when and if the job ends.

Pennsylvania was one of the first states to initiate this plan. It has already done much to obviate the problem of the relief recipient who, while desiring work, hesitated to accept it because of the difficulties involved in getting back on the relief rolls and the period of insecurity or actual want which his family might have to face between termination of short-term employment and receipt of a needed relief check.

Briefly, automatic reinstatement permits the immediate granting of relief pending reinvestigation of the case. The certificate, issued by the relief visitor at the request of the recipient who has found work, is filled in by the employer who certifies as to the duration of the job and the wages paid.

From March 23, 1935, when the system became effective, through September 19, 1935, local relief offices reported the issuance of 19,199 automatic reinstatement certificates, of which 4,942, or about 26 per cent were returned. In terms of averages for the 28-weeks period, this meant the issuance of 686 certificates each week and the return of approximately 177. These figures are only a partial indication of the success of the plan, which has won widespread approval from employers, relief recipients and administrators.

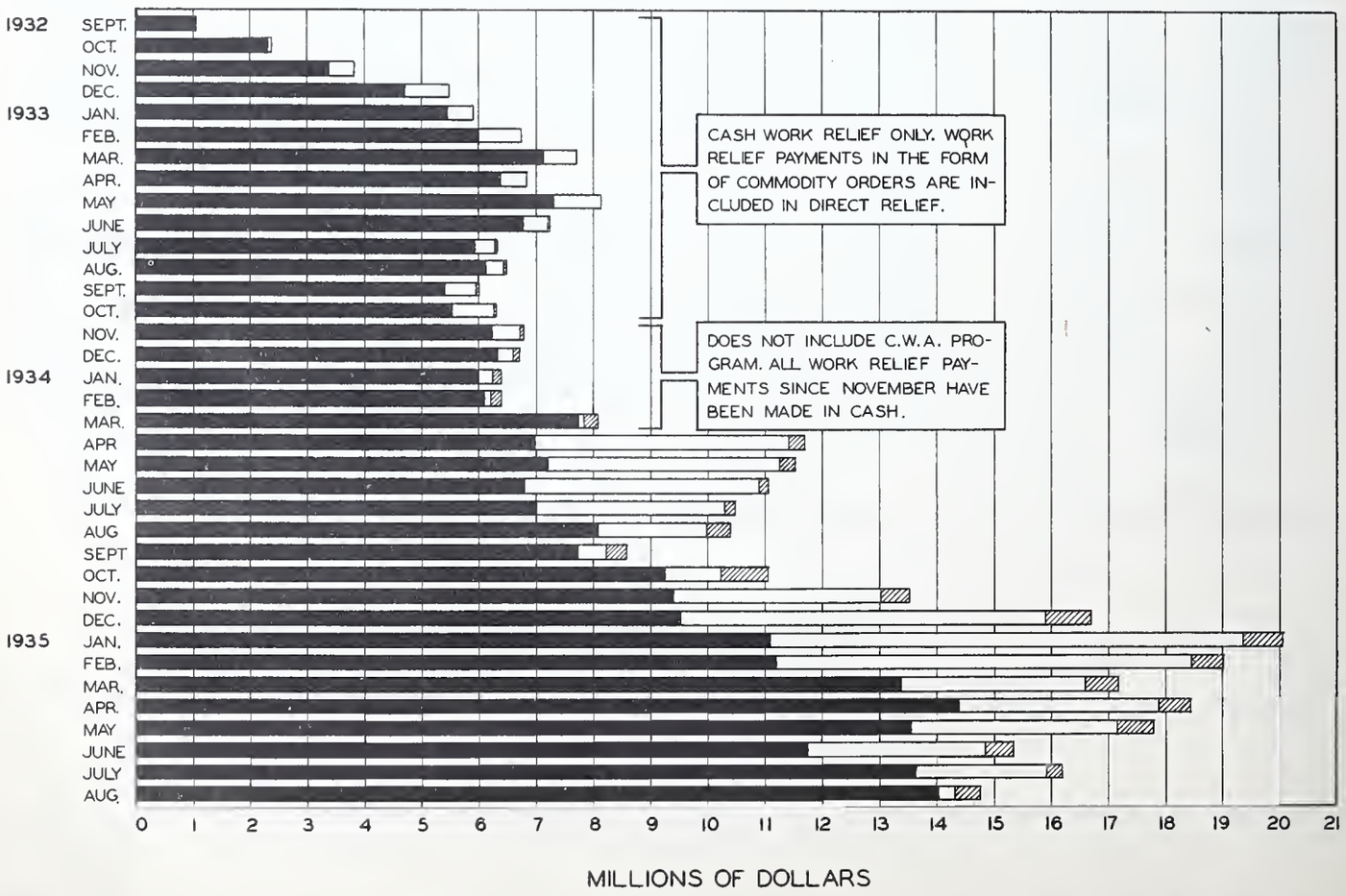
EXPENDITURES

Reduction. August expenditures for all activities of the Relief Administration totaled $16,460,568.47, which was a decrease of $1,430,112.50, or 8.0 per cent, from the July total (see Table 6).

A small part of the decrease was due to the existence of 22 order-writing days (Monday to Friday inclusive) in August as compared with 23 in July. Of much greater significance, however, was the curtailment of work relief, reducing August expenditures for this program to $307,012.23 in contrast to the $2,278,020.51 expended the previous month.

TOTAL EXPENDITURES FOR DIRECT RELIEF, WORK RELIEF & SPECIAL PROGRAMS

SEPTEMBER, 1932—AUGUST, 1935



STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH AND STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 4

TABLE 6

EXPENDITURES FOR UNEMPLOYMENT RELIEF FROM STATE AND FEDERAL FUNDS
AUGUST AND JULY, 1935

Item	August 1935	July 1935
TOTAL 1/	$16,460,568.47	$17,890,680.97
Direct Relief - Total	14,024,835.33	13,649,167.88
Cash 2/	6,278,348.25	5,993,080.45
Food 3/	5,841,253.05	5,499,389.70
Shoes and clothing	1,053,826.21	1,406,345.68
Shelter	414,374.70	393,727.29
Medical care 4/	241,359.22	202,278.44
Fuel	154,268.67	126,275.97
Water and light	33,035.96	25,315.97
Thrift gardens	8,369.27	2,754.38
Work Relief - Total	307,012.23	2,278,020.51
Wages and salaries	268,892.69	2,187,394.89
Materials and other costs	38,119.54	90,625.62
Special Programs - Total	425,304.62	276,730.89
Homeless and transients	244,002.52	161,098.08
Emergency education	184,410.65	127,131.46
Veterans' relief	2,991.31	6,806.31
Commodity purchases and processing 5/	- 12,079.99	- 19,831.73
Other 6/	5,980.13	1,526.77
Administration	1,703,416.29	1,686,761.69

1/ Does not include direct relief granted by local poor boards, mothers' assistance boards and old age assistance boards, nor work relief contributions by local, State and Federal sponsors of S.E.R.A. work projects.

2/ Direct relief is granted in the form of cash in Philadelphia and Allegheny Counties only.

3/ Does not include value of commodities received from Federal Surplus Food Corporation.

4/ Represents value of requisitions passed for payment.

5/ Minus figure reflects cancellations of prior commitments in excess of current commitments.

6/ Includes assistance to Child Health Committee, aid to self-help cooperatives, and expenditures for children's camp.

This saving, amounting to nearly two million dollars, was partially offset by August expenditures for direct relief and special programs, which showed aggregate increases of $375,667.45 and $148,573.73, respectively.

Changes between July and August in the ratios of the four main divisions of emergency relief expenditures are set forth in the tabulation below.

	Per Cent of Total Expenditures	
	August	July
TOTAL	100.0	100.0
Direct relief	85.2	76.3
Work relief	1.9	12.7
Special programs	2.6	1.6
Administration	10.3	9.4

TABLE 7

FEDERAL EMERGENCY RELIEF ADMINISTRATION
GRANTS TO ALL STATES AND TO PENNSYLVANIA,
NEW YORK AND ILLINOIS, BY PURPOSE
MAY, 1933 - AUGUST, 1935

Purpose	All States	Pennsylvania	New York	Illinois
TOTAL	$2,764,476,067	$270,179,710	$361,836,814	$184,999,991
General relief	2,323,886,388	253,869,074	336,242,340	169,872,466
Transient relief	78,245,613	3,654,986	4,960,541	3,263,500
Rural Rehabilitation	79,438,230	583,000	325,569	1,280,000
Education 1/	48,130,674	3,977,414	1,898,612	2,855,522
Federal Surplus Relief Commodities 2/	134,604,780	5,480,000	10,214,000	6,068,000
Miscellaneous	100,170,382	2,615,236	8,195,752	1,660,503

1/ Includes college student aid and emergency education.

2/ Value of products received.

F.E.R.A. Grants Since 1933. According to statistics recently released by the Federal Emergency Relief Administration, Federal relief allocations to all states from May, 1933 (when the F.E.R.A. was established) through August, 1935, amounted to more than two and three quarter billions of dollars (Table 7).

Of this sum, Pennsylvania, the nation's second largest state in population, received $270,179,710, or 9.8 per cent; New York, with the largest population, received $361,836,814, or 13.1 per cent; and Illinois, ranking third in population, received $184,999,991, or 6.7 per cent. The proportion of these allocations to the total was larger in each instance than the proportion of the U. S. population residing in the states, the latter, in terms of percentage, being: Pennsylvania, 7.8; New York, 10.3; and Illinois, 6.2.

Approximately 84 per cent of the funds granted to all states were earmarked for "general relief," but in Pennsylvania 94 per cent, and in New York and Illinois 93 and 92 per cent, respectively, were so designated. Allocations for special programs, on the other hand, were somewhat larger proportionately for the United States as a whole than for any of the "Big Three."

It is interesting to note that grants to Pennsylvania for education exceeded those to Illinois by more than one million dollars and those to New York by more than two millions. In contrast, Illinois received a larger amount for rural rehabilitation than New York and Pennsylvania combined. The value of Federal Surplus Relief commodities distributed in Illinois was greater than in Pennsylvania, but less than in New York. For all other items, the largest grants went to New York, the next largest to Pennsylvania, and the third largest to Illinois.

DIRECT RELIEF

Increased Load. Reflecting an increase of approximately 33,000 in the average number of direct relief cases, direct relief expenditures increased from $13,649,167.88 in July to $14,024,835.33 in August.

While the rise in direct relief case load (due largely to the addition of former work relief cases) amounted to 8.4 per cent, the increase in direct relief expenditures was only 2.8 per cent. The fact that direct relief expenditures failed to rise proportionately may be attributed in part to efforts by the Relief Administration to limit relief allowances to the most essential items only, in order to conserve curtailed funds. The previously mentioned factor of one less order-writing day in August than in July also tended to offset the case load rise.

As shown in Table 6, some increase occurred in the expenditure for each type of direct relief except shoes and clothing. In the case of the latter, grants were temporarily discontinued in a number of counties during the final weeks of August.

An analysis of the changes between July and August in the amounts spent for the three largest types of direct relief shows:

> An increase in cash relief (granted in Philadelphia and Allegheny Counties only) of $285,267.80, or 4.8 per cent.
>
> An increase in food relief of $351,863.35, or 6.4 per cent (more nearly corresponding to the increase in case load).
>
> A decrease in shoe and clothing relief amounting to $352,519.47, or 25.1 per cent (more than balancing the increased expenditure for food).

Tables 8 and 9 furnish a comparative summary of the numbers of individual relief orders issued in July and August and some of the quantities involved.

TABLE 8

VOLUME OF DIRECT RELIEF, BY TYPE
JULY, 1935

Relief Item	Number of Orders	Quantity
TOTAL	4,330,471	-
Cash (weekly grants)	772,971	-
Food		
Food (weekly orders)	1,057,649	-
Milk (monthly orders)	145,065	5,668,578 quarts
Shoes and Clothing		
Shoe and clothing orders	820,904	-
Shoes repaired	2,875	3,366 pairs
Fuel		
Bituminous coal	7,231	7,107 tons
Anthracite coal	8,063	6,896 tons
Coke	62	51 tons
Gas	16,985	-
Wood	630	373 cords
Kerosene and fuel oil	11,005	105,622 gals.
Water and Light (monthly orders)	17,595	-
Shelter (monthly orders)	67,817	-
Medical Care*		
Medical orders	28,829	-
Dental orders	11,493	-
Surplus Food Products*	1,361,297	2,904,164 pounds
Roast beef	-	2,062,794 pounds
Mutton	-	94,164 pounds
Veal	-	240,538 pounds
Butter	-	927 pounds
Cheese	-	35,042 pounds
Evaporated milk	-	97,580 pounds
Rice	-	98,210 pounds
Sugar	-	140 pounds
Sauerkraut	-	72,980 pounds
Potatoes	-	201,789 pounds

* Granted to both work and direct relief cases.

TABLE 9

VOLUME OF DIRECT RELIEF, BY TYPE
AUGUST, 1935

Relief Item	Number of Orders	Quantity
TOTAL	4,027,020	-
Cash (weekly grants)	783,999	-
Food		
Food (weekly orders)	1,114,124	-
Milk (monthly orders)	157,713	6,097,697 quarts
Shoes and Clothing		
Shoes and clothing orders	618,707	-
Shoes repaired	5,172	5,616 pairs
Fuel		
Bituminous coal	9,033	8,894 tons
Anthracite coal	10,472	9,141 tons
Coke	38	29 tons
Gas	15,726	-
Wood	1,002	730 cords
Kerosene and fuel oil	13,910	179,084 gals.
Water and light (monthly orders)	23,675	-
Shelter (monthly orders)	73,487	-
Medical Care*		
Medical orders	35,526	-
Dental orders	10,666	-
Surplus Food Products*	1,153,770	5,612,681 pounds
Roast beef	-	2,685,127 pounds
Mutton	-	333,594 pounds
Veal	-	452,739 pounds
Hamburger	-	75,147 pounds
Butter	-	2,255 pounds
Cheese	-	19,574 pounds
Evaporated milk	-	98,037 pounds
Rice	-	41,842 pounds
Sugar	-	2,680 pounds
Sauerkraut	-	36,690 pounds
Potatoes	-	1,864,996 pounds

* Granted to both work and direct relief cases.

WORK RELIEF

Table 10 indicates the tapering off of work relief activities during the summer, culminating in the suspension of all projects on August 31.

Accomplishments. Work relief carried on by the Relief Administration from April, 1934, through August, 1935, consisted of two major programs, extending over periods of five and eleven months, respectively. The first program was launched after the suspension of the Civil Works Administration. Its primary objective was the completion of a large number of worthwhile projects which it had not been possible to complete under C.W.A. The second program, known as the "Revised Work Relief Program," began in October, 1934, with new or resubmitted projects and increased rapidly in scope until, in January and February, 1935, more than 100,000 relief cases were on project payrolls. A distinguishing feature of the Revised Program was the policy of making wage payments on a

TABLE 10

NUMBER OF ACTIVE PROJECTS AND MAN HOURS WORKED,
BY WEEKS AND TYPE OF PROJECT
JULY 1 THROUGH AUGUST 31, 1935

Week Ending	Number of Active Projects	Number of Man Hours Worked on All Projects	Public Property Projects	Arts and Research Projects	Welfare, Health & Recreation Projects	All Other Projects
July 6	1,067	963,089	798,542	88,702	56,985	18,860
July 13	1,015	956,621	779,592	94,627	61,250	21,143
July 20	937	1,016,599	839,237	95,540	59,520	22,302
July 27	385	286,847	195,519	20,843	48,340	22,145
August 3	295	218,353	129,863	16,087	50,012	22,391
August 10	218	150,973	66,080	12,227	47,879	24,787
August 17	176	133,028	46,170	11,227	54,800	20,831
August 24	55	43,314	11,537	3,338	25,506	2,933
August 31	30	17,701	2,996	3,428	9,217	2,060

TABLE 11

NUMBER OF MAN HOURS WORKED AND WAGES PAID, BY TYPE OF PROJECT
REVISED WORK RELIEF PROGRAM
OCTOBER, 1934 - AUGUST, 1935

Type of Project	Man Hours	Wages Paid
ALL PROJECTS - GRAND TOTAL	60,512,583	$35,761,287.41
Public Property - Total	50,530,943	28,818,406.47
Streets, highways and bridges	15,092,012	8,131,582.11
Public buildings	6,505,535	4,848,838.29
Sewers and sanitation	8,153,546	4,454,741.26
Public utilities	2,318,699	1,261,344.95
Recreation facilities	4,872,968	2,661,391.28
Waterways and flood control	4,966,043	2,673,979.47
Landscaping and grading	6,883,188	3,792,767.61
Conservation	332,409	171,923.74
Eradication and control of pests	415,096	214,810.95
Miscellaneous	991,447	607,026.81
Production and Distribution of Goods for Unemployed - Total	1,075,272	536,145.20
Clothing	646,881	302,412.50
Food	57,437	32,065.14
Fuel	21,874	11,433.80
Gardens	13,177	7,312.20
Household goods	335,903	182,921.56
Public Welfare, Health and Recreation - Total	2,550,470	1,468,725.92
Nutrition	30,786	16,089.07
Public health campaigns	133,727	75,295.30
Public recreation	9,848	6,093.36
Safety campaigns and traffic control	15,087	14,258.60
Employment service	1,755,333	960,367.84
Miscellaneous	605,689	396,621.75
Public Education, Arts and Research - Total	6,216,780	4,846,923.67
Education	88,978	65,923.52
Research and special surveys	3,554,902	2,952,393.76
Public works	29,606	26,497.05
Records and clerical work	2,168,528	1,469,393.42
Music	260,841	258,015.96
Dramatic activities	748	357.70
Library and Museum	113,177	74,342.26
Tool and Sundry Equipment - Total	106,504	68,038.08
All Other - Total	32,614	23,048.07

budgetary deficiency basis, assuring the worker's family of a regular, uniform weekly income, regardless of time lost due to weather or other conditions.

Table 11 reviews the Revised Work Relief Program in terms of the man hours worked and wages paid on various types of projects. During its operation of less than a year the program provided more than 60,000,000 man hours of public work at a wage cost of $35,761,287.41.

By far the greatest part of this work (50,530,943, or 83.5 per cent of the man hours) had to do with creating or improving public property - streets and highways; schools, town halls and firehouses; sewers, water mains and municipal gas plants; parks, playgrounds and stadiums; dams, reservoirs and dikes; and many other enterprises of permanent worth.

Approximately 10 per cent of the man hours worked were absorbed by projects related to education, arts and research, which employed mainly members of the "white collar" group on the relief rolls. Projects of this class have unearthed a wealth of valuable information which will be of use to governmental departments and universities for many years to come.

Projects for the production and distribution of goods for the unemployed, although they accounted for less than 2 per cent of the man hours, made available large quantities of clothing, foods and household goods processed from Federal Surplus Relief Corporation commodities.

Projects in the fourth main division of activities - Public Welfare, Health and Recreation - absorbed a little more than 4 per cent of the man hours and provided a variety of public services, varying from clerical work in State and Federal employment offices to nutrition advice to families receiving relief.

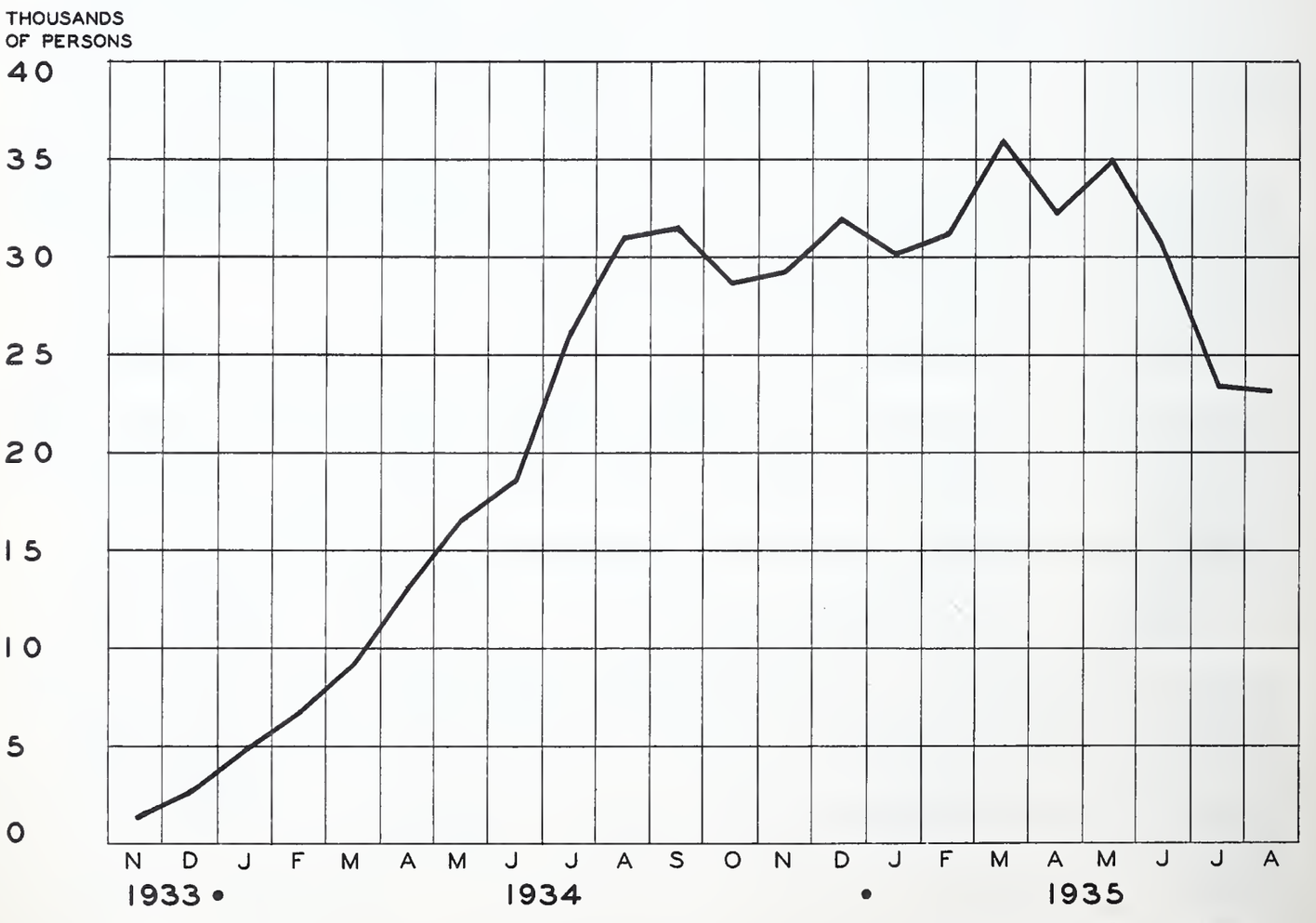
SPECIAL PROGRAMS

Homeless and Transients.* The number of persons registered at Pennsylvania transient camps and centers declined only slightly from July to August after a drop of more than 7,000 from June to July. The August total of 23,215 was the lowest for any month since May, 1934, when the State's transient program, launched the previous November, was still in an expanding stage (Chart 5).

Some improvement in employment opportunities, particularly those offered

NUMBER OF HOMELESS & TRANSIENTS AIDED

NOVEMBER, 1933 – AUGUST, 1935



STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 5

* Because of the suspension of college student aid during the summer months and the full discussion of emergency education under TOPIC OF THE MONTH, the SPECIAL PROGRAMS department in this issue is confined to the homeless and transients.

by agriculture, and more thorough investigations prior to registration contributed to the downward trend. As in previous months, less than a fifth of the homeless and transients receiving relief were members of family groups.

It will be noted from data presented in Table 12 that the summer decline in the number of persons aided was reflected in greatly reduced expenditures during July. The fact that the August cost of the program rose above that of either previous month was due principally to an unusually large expenditure for plant and equipment.

TABLE 12

NUMBER OF HOMELESS AND TRANSIENTS AIDED, AND COST OF PROGRAM
AUGUST, JULY AND JUNE, 1935

Item	August 1935	July 1935	June 1935
Number at Mid-monthly Census			
Cases - total	7,799	8,395	8,658
Family	553	618	671
Non-family	7,246	7,777	7,987
Persons - total	9,072	9,908	10,305
Family	1,826	2,131	2,318
Non-family	7,246	7,777	7,987
Number During Month			
Cases - total	20,601	21,070	28,032
Family	1,097	1,034	1,147
Non-family	19,504	20,036	26,885
Persons - total	23,215	23,521	30,792
Family	3,711	3,485	3,907
Non-family	19,504	20,036	26,885
Expenditures			
Total	$244,002.52	$161,098.08	$201,959.32
Relief in kind	138,888.25	118,845.03	145,691.20
Relief in cash	25,653.25	20,717.50	19,533.75
Plant and equipment	79,461.02	21,535.55	36,734.37

TOPIC OF THE MONTH

EMERGENCY EDUCATION IN PENNSYLVANIA

Why Emergency Education? The Emergency Education Program was inaugurated in October, 1933, as a special work relief program devised primarily to aid unemployed teachers. The program was promoted in every State by Federal grants for this purpose, of which Pennsylvania received $2,750,050.00 from October, 1933 through August, 1935. The activities were designed for the unemployed and the low wage earners, - to bolster up their morale by helping them to develop new interests, learn new skills or hobbies, continue an education which for various reasons some were unable to attain at the traditional school age, and furnish means of readjustment to new technological, economic, and social conditions. With more leisure and less income, people no longer able to purchase entertainment, yet needing it more than ever, were eager for such opportunities. Relief to satisfy the material needs of the unemployed was not the solution to the whole of their problem. How could it be supplemented?

The unemployment situation not only gave rise to this question but also supplied the answer. On the relief rolls were thousands of teachers who had been thrown out of work as a result of necessary economies in public and private school systems. Thus, from the beginning, the Emergency Education Program was planned to meet the dual problem of how the unemployed might spend their enforced leisure profitably and how that particular group of "white collar workers" composed of unemployed teachers might be given suitable work relief.

What Was Accomplished? Activities included in the program ranged from Nursery Schools for children of pre-school age to almost every conceivable subject for adult study (see Outline of Activities, page 37). Adult Education courses comprised the bulk of the program. This is a phase of educational ac-

tivity that has never been widely developed as a free community service. Consequently, it exemplified one of the primary aims of the program which was to supplement, but not substitute for, public school work and whatever other services already existed in the individual communities. It was important to avoid duplicating the work or supplanting the employment of teachers regularly hired and paid by the municipalities.

Accordingly, the playground work of the recreation program was carried on in summer only, to avoid conflict with work done by the schools. This phase of the program was active only in communities which had no comparable program of their own or, elsewhere, as demonstrations of how already existing services could be improved.

Nursery Schools, the other principal non-adult activity, improved the health, habits, and manners of some 2,000 needy and underprivileged children between the ages of two and five years. Unanimous acclamation of this phase of the program was so great that when the schools were closed temporarily, due to shift of program, unsolicited letters from enthusiastic mothers poured into headquarters. The long waiting lists of children to be placed in nursery schools gives further evidence of their popularity. It is hoped the time will come when the individual communities will make themselves responsible for the continuation of this service, including it in their municipal budgets.

Literacy classes (included, in Table and Charts, with English, Citizenship, and Academic Subjects) supplied instruction to 25,000 of the 277,881* illiterates in Pennsylvania. This training enabled a number of aliens to make application for their first naturalization papers. The fact that they accumulated from their sparse earnings, the $5.00 fee to accompany this application proves their appreciation of such an opportunity.

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* 1930 Census figures.

The Handicraft classes participated in a wide variety of activities. Considerable sums of money were earned by a number of the participants who became skillful in making articles for which there was a demand.

While the Emergency Education Program did not take over any work which had been carried on by private charities, it did sometimes conduct activities of a like nature which other groups had been forced to abandon because of curtailment of funds. Some Handicraft classes met in settlement houses, interesting the same groups which, in better times, had taken advantage of similar activities provided by the settlements. Thus, apart from its vocational side, this program afforded many participants an opportunity for manual and artistic self-expression such as they could not otherwise have attained.

A unique contribution of Pennsylvania to the range of activities conducted with Emergency Education funds was the development of a program for training and installing recreation leaders in State parks. After being prepared for this work by a special ten-day training institute held at State College early in July, 1935, twenty men were stationed in fifteen State parks where they led hikes, camp fire programs, nature study trips, and conducted educational and recreational programs in accord with available facilities. Thousands of people shared in the benefits of their guidance. The program met with such enthusiasm that it is hoped the Department of Forests and Waters will, in time, include provision for its permanent continuation in their annual budget. Meanwhile, other States will undoubtedly develop programs of this type modeled on Pennsylvania's. Several universities have already requested an outline of the training program, that they may include it in their curriculums.

Special programs were conducted at C.C.C. camps, transients camps and shelters. The Vocational Rehabilitation activities were carried on by means of a separate Federal allotment for this purpose. This service provided voca-

tional training for unemployed, physically handicapped adults.

The chief aims and accomplishments of the program may be summarized as follows:

> The unemployed and low-wage earning groups, who could not afford to pay for their educational and recreational activities, were provided with useful leisure time pursuits which helped to bolster up their morale and improve their employment qualifications.
>
> Approximately one fourth of the estimated number of unemployed teachers in the State were provided with work relief. Their employability was increased both by the teaching experience which the program afforded and by the additional training provided at institutes, conferences, and special summer courses which were conducted for them at several universities.
>
> Worth while activities were introduced into communities which had never been provided with such services as nursery schools, literacy classes, public school nurses, etc. In other communities, such activities were conducted as a supplement to regular community services, to demonstrate how they might be improved.

The success of the program can be measured to a large degree by the fact that the enrollment for August, 1935, included 259,644 persons (Table 13). The Adult Education activities alone had an enrollment approximately four times as great as the total number of students (52,000) attending colleges in Pennsylvania during the 1934-35 academic year.

Zestfully Back to School. None of these people were under any compulsion to join, nor were any material rewards to be reaped from participation in the classes. What, then, induced such large numbers to return eagerly to the school-rooms from which so many had longed to be freed when children?

Just as the wide choice of subjects made possible the pursuit of almost any study one might wish to follow, so did the philosophy behind the program facilitate a relationship between the pupils and the teachers which was suitable to their status. Significant of this is the fact that the teachers were

known as "leaders." They abandoned the parent-teacher attitude used toward children, and likewise renounced those methods of planning in which they determined in advance what information should be conveyed and how much ground should be covered within a certain span of time. In the adult education

TABLE 13

NUMBER OF TEACHERS AND PUPILS AIDED UNDER EMERGENCY EDUCATION PROGRAM, WITH EXPENDITURES, BY TYPE OF PROJECT
AUGUST AND JULY, 1935

Type of Project	August			July		
	Teachers	Pupils	Expenditures	Teachers	Pupils	Expenditures
TOTAL	1,913 1/	259,644 1/	$184,410.65	1,725 1/	192,584 1/	$127,131.46
Recreation 2/	618	139,125	61,245.25	505	92,800	37,871.17
English, Citizenship and Academic Subjects	304	31,873	28,667.86	276	27,273	19,432.87
Vocational Training and Guidance	100	5,474	10,604.20	87	5,163	7,031.99
Art, Handicraft and Music	57	7,239	4,945.27	51	5,483	3,385.67
Social Science and Workers' Education	30	2,085	2,847.55	27	2,085	1,936.35
Nursery schools and Parent Education	188	4,216	18,555.00	193	3,978	13,980.55
Miscellaneous	616	69,632	57,545.52	586	55,802	43,492.86

1/ The figures for total enrollment include some duplication of personnel since pupils and teachers were re-counted in each class in which they participated.

2/ Recreation activities, at their height in summer, form but a small fraction of total activities the rest of the year when enrollment in the other types expands proportionately.

groups, it was the students instead of the teachers with whom these decisions rested. The leaders built the course according to the needs of the group, starting from whatever background the group commanded. The classes were developed as a cooperative undertaking in which teachers and students jointly carried responsibility for planning and developing the program. Free and informal discussion was encouraged; disciplinary problems were non-existent. Thus nothing remained of the traditional dislike of "school" and "classes," for there was no compulsion, no attempt to fit the individual into an uncongenial mould. Likewise, there were no entrance requirements to be met at the beginning, and no final examinations to be dreaded at the end.

Training Teachers. The further training and development of teachers in such a way as to increase their employability was one of the notable accomplishments of the Emergency Education Program. Numerous special institutes and conferences were held for this purpose. Several hundred leaders were sent to training centers during the summer for short courses in adult leadership and supervision for which, by special arrangement, they were able to obtain college or graduate credit.

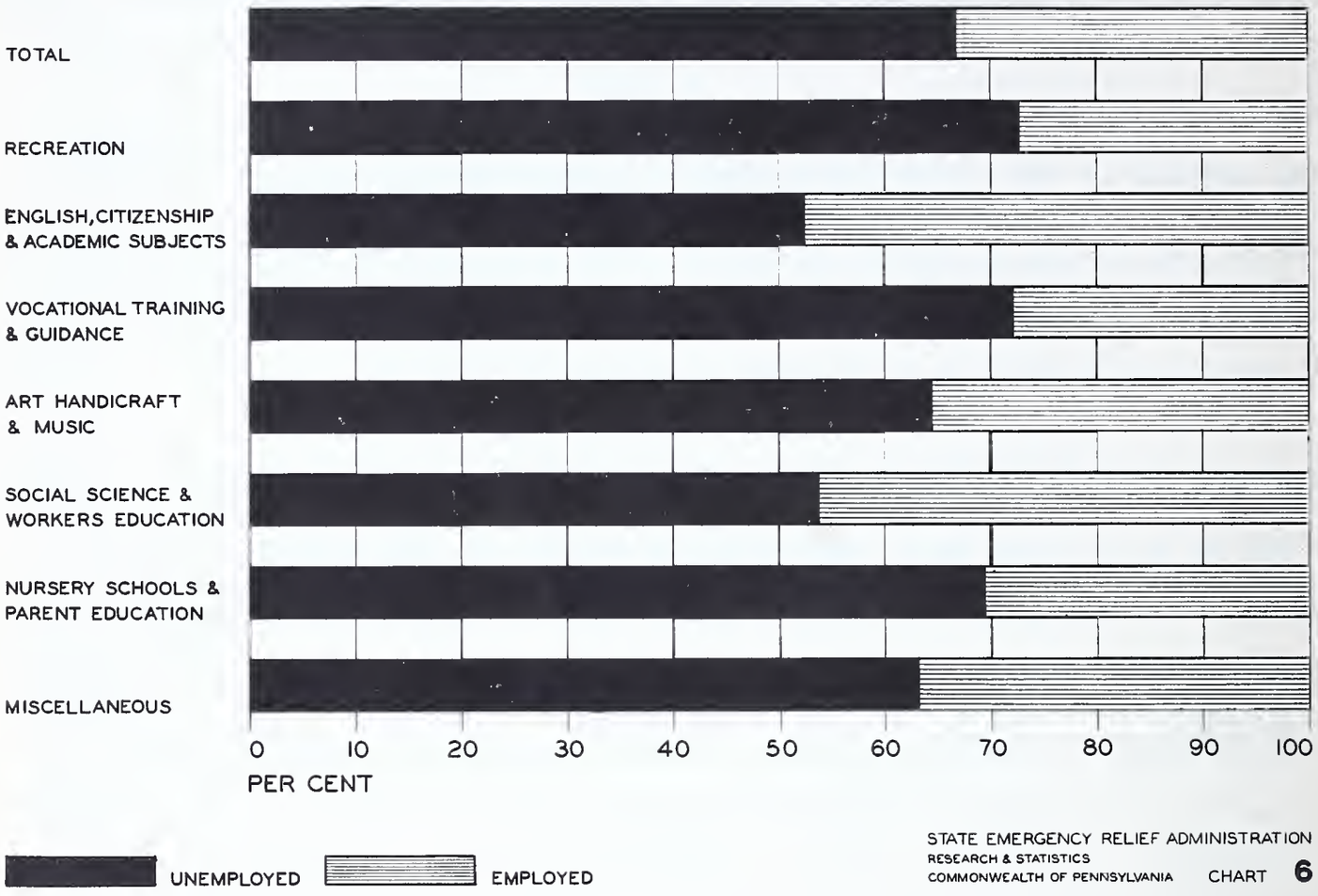
It is interesting to note the effect of the Emergency Education Program upon teachers colleges and other academic institutions. It has demonstrated that there is practically no trained leadership in the field of Adult Education. Consequently, a number of colleges are now adding such subjects to their curriculums.

What the Employed and Unemployed Preferred. As the Emergency Education Program was designed to furnish useful leisure time activity and further educational opportunities to the unemployed and the low-wage earners who could not afford to spend money for such purposes, it is interesting to note that approx-

EMERGENCY EDUCATION IN PENNSYLVANIA

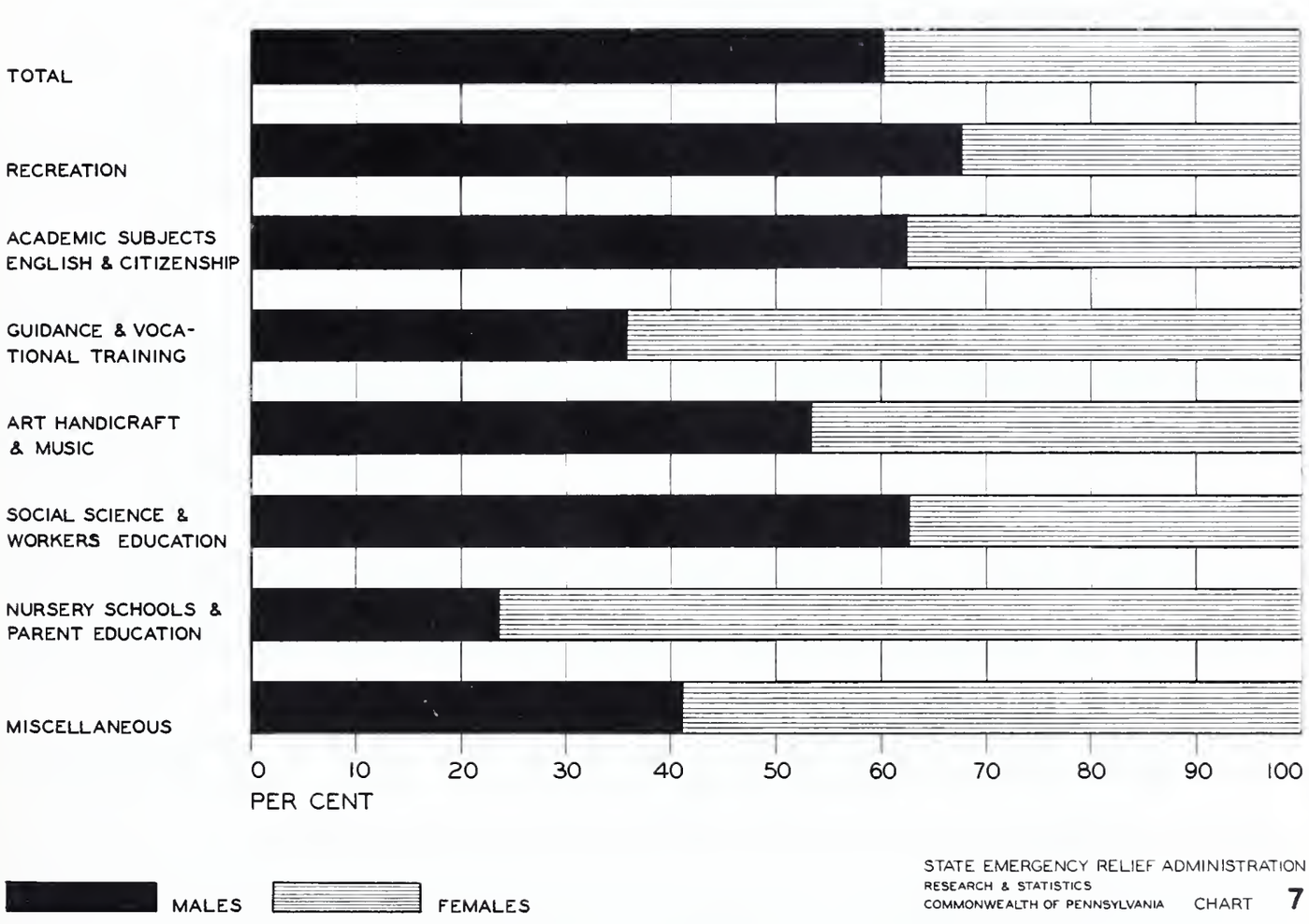
UNEMPLOYED & EMPLOYED ADULTS ENROLLED

PER CENT DISTRIBUTION, BY TYPE OF ACTIVITY



imately two thirds of the adults who enrolled in the classes were unemployed (see Chart 6).

Enrollment in the Vocational Training and Guidance courses included a high percentage of unemployed adults availing themselves of the opportunity to improve their employment qualifications. Recreation employed the largest number of teachers, who consequently supervised a great variety of playgrounds, hobby clubs, music, drama, and other social groups and sports. This activity too, attracted many of the unemployed. On the other hand, people who had jobs showed greater interest, proportionately, than did the unemployed in such subjects as English, Citizenship, Academic Subjects, Social Science and Workers'



Education.

More Men Than Women. As shown in Chart 7, approximately 60 per cent of the participants enrolled in the Emergency Education Program were males. Thus more than half of the students in the majority of courses were men. However, Parent Education activities naturally attracted mothers; accordingly, nearly 80 per cent of the enrollment in this group was composed of women. The Guidance and Vocational Training group also included a predominance of women, accounted for by the inclusion of Home Economics and Commercial subjects.

Where the Program Extended. Naturally, more groups were organized in urban

communities than in rural areas. Not only distance, but lack of provision for transportation expenses of instructors, handicapped the program in rural sections. However, continual effort was made to expand the program so that it might reach people not being helped by other community agencies. In August, 1935, the program extended into all but five of the 67 counties of the State. The five counties - Cameron, Elk, Pike, Warren, and Wayne - which did not participate have widely scattered populations.

Local Communities Help. Local communities were responsible, under the early part of the program (1933-1934), for all but 20% of material expenses, and under the latter part of the program bore such costs entirely. The Federal allotment, which cared for all other expenses, came from the Educational Division of the F.E.R.A. to the State Emergency Relief Board, where it was administered by the Emergency Education Staff of the State Department of Public Instruction in cooperation with the Work Division.

In the counties, the Work Division offices cooperated through the Supervisor of Emergency Education whom they appointed and the County Emergency Education Council, - a group generally headed by a school superintendent or principal, and composed of citizens specially interested in art, music, parent education, recreation, or literature, as well as representatives of service clubs, religious and community organizations, racial and labor groups. This Council supplied an index of the interests and needs of the community and determined what activities should be initiated locally. They also obtained the cooperation of community organizations in furnishing buildings, equipment, and supplies.

Final tapering off of the activities of the Emergency Education Program occurred the beginning of October. The program is expected to reopen under the sponsorship of the Works Progress Administration.

OUTLINE OF ACTIVITIES

RECREATION

Recreation, including sports and athletics; social recreation; amateur music, drama, and art; nature lore; linguistic activities such as forums and debates; craft and hobby clubs; playgrounds, school centers, youth centers, park recreation.

ENGLISH, CITIZENSHIP, AND ACADEMIC SUBJECTS

English and Citizenship, including home classes for foreign-born mothers, literacy classes and citizenship classes.

Academic Subjects, including elementary, high school and advanced subjects.

VOCATIONAL TRAINING AND GUIDANCE

Guidance, including counseling and vocational guidance classes.

Vocational Training, including trade and industrial, home economics and related subjects, agricultural and commercial.

ART, HANDICRAFT, AND MUSIC

Art, differentiated from the art work conducted in connection with recreation or handicrafts programs.

Handicrafts, differentiated from similarly classified work which was part of the recreation program, included woodworking, pottery, metal crafts, leather crafts, jewelry, basketry, block printing, cement work and rug making.

Music, including (a) professional orchestra, band, string ensemble, string quartette, trio or dance band; (b) non-professional chorus, glee club, racial or national singing and dancing groups; (c) classes in harmony, history and appreciation of music; (d) teaching of instruments.

SOCIAL SCIENCE AND WORKERS' EDUCATION

Social Science Subjects, differentiated from Workers' Education or Recreation Program, including forums, discussion or current events group; lectures on current topics; formal classes in economics, sociology or social psychology.

Workers' Education which, in addition to workshops, science courses, and forums, included such social science subjects as economics, history, government, legislation, community problems, history of labor movements, current events, and psychology, taught from the angle of the workers' interests.

NURSERY SCHOOLS AND PARENT EDUCATION

Nursery Schools, combined with parent education for individuals and for groups.

Parent Education, distinguished from classes in health and nutrition, including (a) parent groups discussing various phases of family relationships, child development, home management, community relationships and use of leisure time; (b) public meetings and forums on subjects of interest to parents and parent substitutes; (c) organization of cooperative family projects in art, music and drama; (d) parent participation in work of social and educational agencies; (e) directed observation of children at home, on the playground, in nursery schools, in the school room; (f) wider use of public agencies as resources for families needing special kinds of help; (g) individual conferences on questions of child development and family life; (h) wider use of community resources for recreation and education by parents and parent substitutes; (i) educational exhibits and demonstrations of toys, clothing; food; (j) use of moving pictures as visual aids in parent education.

MISCELLANEOUS

Miscellaneous activities, including social survey, training institute, home care of sick, nutrition, library counseling, and others.

COUNTY AND AREA TRENDS

July and August. Decreases in the average number of persons receiving relief occurred in 51 counties during July. As might be expected, the largest numerical decreases - traceable mainly to the curtailment of work relief - took place in heavily populated counties: Philadelphia (-15,029), Luzerne (-6,529), Allegheny (-6,505), Schuylkill (-5,036), Cambria (-4,262) and Lackawanna (-2,668). Increases in the relief loads of the 16 counties reporting an upward trend were slight, constituting, in most cases, less than one per cent of the previous month's figure.

In August only 37 counties reported decreases in their relief populations and 29 reported increases. While the addition of closed work relief cases to direct relief rolls was an important factor in most of these increases, the effect of the summer slump in hard and soft coal mining (see page 3) was also in evidence. A striking indication of this is found in the fact that among individual counties the five reporting the highest percentage increases in their relief rolls were Indiana (16.6), Somerset (15.1), Cambria (14.7), Armstrong (12.9) and Fayette (8.5). All of these counties are in the bituminous coal belt and largely dependent on mining as a basic industry. It is also noteworthy that the eight counties reporting numerical increases of more than 2,000 persons on their relief rolls included these same five counties and Philadelphia, Lackawanna and Northumberland - the latter two being leading "hard coal counties."

With the exception of Allegheny County, which reported a decrease of 6,161 in its average relief population, the counties having substantially smaller relief loads in August were largely rural.

Per Cent of Population on Relief Rolls. During August an average of 1,606,633 persons, or 16.7 per cent of Pennsylvania's 1930 population, received emergency relief. Table 14 and Chart 8 (see back cover) show how widely this proportion of the population on relief rolls varied in the 67 counties of the State.

On the whole the same counties are represented each month in the groupings. Among the changes, however, it is interesting to note that of the six counties with over 25 per cent of their populations receiving relief in June - namely Bedford, Clearfield, Columbia, Fayette, Northumberland and Somerset - four remained in this category during both July and August; Somerset had a relief population of 24.7 per cent in July but increased it to 28.5 per cent in August; while Bedford, with a relief population of 26.2 per cent in July, reported a decline to 24.2 per cent in August, removing the county from the "solid black" areas of the map (Chart 8) for the first time since January.

Final figures covering case loads and expenditures in all counties and administrative units during July and August are given in Tables 15, 16 and 17.

TABLE 14

NUMBER OF COUNTIES HAVING SPECIFIED PERCENTAGES
OF THEIR POPULATIONS ON RELIEF ROLLS
AUGUST, JULY AND JUNE, 1935

Per Cent of Population on Relief Rolls	Number of Counties		
	August	July	June
25 and over	6	5	6
20 and over	20	19	22
15 and over	37	36	38
10 and over	55	56	56
5 and over	67	67	67

TABLE 15

CASE LOADS, EXPENDITURES AND PER CENT OF POPULATION RECEIVING RELIEF, BY COUNTIES
JULY, 1935

County	Average Number During Month		Per Cent of Population	Expenditures	
	Cases	Persons		Direct Relief	Work Relief
TOTAL	424,000	1,587,664	16.5	$13,649,167.88	$2,278,020.51
Adams	492	2,497	6.7	12,464.92	1,400.58
Allegheny	79,752	270,223	19.7	2,727,802.48	413,753.63
Armstrong	2,560	10,839	13.6	70,106.21	9,036.48
Beaver	6,158	21,350	14.3	180,487.76	22,539.95
Bedford	2,207	9,763	26.2	51,016.22	16,971.40
Berks	6,281	23,273	10.0	178,048.56	79,668.93
Blair	4,831	19,769	14.1	134,050.69	37,228.79
Bradford	1,065	4,699	9.6	29,935.26	1,092.80
Bucks	1,791	7,877	8.1	53,556.29	11,356.70
Butler	3,230	14,347	17.8	116,962.44	7,388.32
Cambria	8,878	37,115	18.3	251,910.35	66,796.44
Cameron	141	576	10.9	4,163.06	-
Carbon	2,183	8,866	14.0	66,635.89	16,441.27
Centre	2,118	9,460	20.4	66,870.64	3,397.26
Chester	2,550	11,124	8.8	75,834.17	14,664.13
Clarion	1,245	5,344	15.5	36,471.98	4,765.26
Clearfield	6,243	28,220	32.5	199,166.54	15,141.78
Clinton	1,445	6,021	18.6	38,348.64	20,562.57
Columbia	2,802	13,846	28.4	92,877.53	6,388.63
Crawford	2,020	8,410	13.4	50,925.71	8,101.61
Cumberland	1,877	8,181	12.0	46,979.58	15,069.21
Dauphin	5,629	22,137	13.4	137,122.94	92,543.62
Delaware	5,763	22,933	8.2	184,595.66	26,185.58
Elk	974	4,084	12.2	33,216.84	756.16
Erie	7,211	26,444	15.1	190,496.57	53,558.45
Fayette	13,215	52,595	26.5	440,974.12	23,749.36
Forest	175	741	14.3	4,881.52	486.50
Franklin	1,610	7,172	11.0	42,672.27	6,938.61
Fulton	468	2,223	24.0	10,209.57	114.50
Greene	1,992	8,303	19.9	57,969.22	9,180.30
Huntingdon	2,145	8,651	22.2	53,350.18	12,066.29
Indiana	3,643	16,679	22.1	114,674.62	7,985.02
Jefferson	2,412	10,750	20.6	65,159.20	15,917.40

TABLE 15 (Continued)

CASE LOADS, EXPENDITURES AND PER CENT OF POPULATION RECEIVING RELIEF, BY COUNTIES
JULY, 1935

County	Average Number During Month		Per Cent of Population	Expenditures	
	Cases	Persons		Direct Relief	Work Relief
Juniata	608	2,855	19.9	$ 18,608.59	$ 742.28
Lackawanna	16,927	69,520	22.4	594,640.50	47,577.25
Lancaster	5,786	20,825	10.6	146,886.04	11,563.08
Lawrence	5,463	20,333	20.9	201,003.99	8,504.66
Lebanon	1,427	5,970	8.9	36,938.39	13,591.33
Lehigh	7,171	27,037	15.6	215,894.58	57,583.90
Luzerne	24,381	102,583	23.0	872,027.60	124,554.03
Lycoming	4,108	15,533	16.6	121,184.21	21,093.38
McKean	1,213	4,874	8.8	36,566.59	1,547.80
Mercer	4,585	18,054	18.2	150,154.46	14,755.38
Mifflin	1,406	6,273	15.6	42,974.72	7,055.51
Monroe	815	3,442	12.2	19,012.55	13,693.57
Montgomery	3,980	17,227	6.5	113,719.40	45,133.24
Montour	708	3,427	23.6	19,987.06	3,188.70
Northampton	6,373	24,612	14.5	197,138.42	36,573.25
Northumberland	7,512	34,220	26.6	285,459.65	29,845.19
Perry	657	3,057	14.1	17,371.49	4,579.68
Philadelphia	96,486	301,365	15.4	3,341,957.91	445,455.25
Pike	88	501	6.7	2,465.05	740.56
Potter	648	2,687	15.4	18,462.17	1,494.52
Schuylkill	12,026	47,044	20.0	329,665.22	126,414.16
Snyder	906	4,620	24.5	25,804.85	6,858.09
Somerset	4,562	19,989	24.7	132,644.90	21,038.90
Sullivan	309	1,460	19.5	8,958.73	799.85
Susquehanna	1,089	4,472	13.2	35,039.27	1,383.25
Tioga	725	2,981	9.4	18,762.03	4,765.18
Union	738	3,529	20.2	19,671.69	4,539.25
Venango	3,155	13,048	20.6	93,844.37	16,338.71
Warren	1,420	5,995	14.5	44,905.56	1,234.87
Washington	6,898	27,759	13.6	191,474.15	42,048.27
Wayne	733	3,143	11.1	25,057.98	415.28
Westmoreland	11,679	47,476	16.1	358,717.08	47,053.47
Wyoming	679	2,845	18.3	20,541.58	1,366.44
York	3,633	14,396	8.6	49,250.67	93,244.70
State-wide	-	-	-	22,438.80	-

TABLE 16

CASE LOADS, EXPENDITURES AND PER CENT OF POPULATION RECEIVING RELIEF, BY COUNTIES
AUGUST, 1935

County	Average Number During Month		Per Cent of Population	Expenditures	
	Cases	Persons		Direct Relief	Work Relief
TOTAL	426,583	1,606,633	16.7	$14,024,835.33	$307,012.23
Adams	525	2,695	7.2	12,604.68	66.00
Allegheny	77,923	264,062	19.2	2,848,862.60	51,253.88
Armstrong	2,869	12,231	15.4	79,375.89	988.48
Beaver	6,017	21,054	14.1	183,860.59	1,547.33
Bedford	2,047	9,037	24.2	50,932.03	2,377.41
Berks	6,215	23,260	10.0	202,065.77	4,782.06
Blair	4,930	20,112	14.4	142,529.58	1,208.08
Bradford	993	4,365	8.9	26,422.44	889.32
Bucks	1,675	7,532	7.8	56,252.20	922.42
Butler	3,353	14,912	18.5	106,818.39	824.28
Cambria	9,778	42,557	20.9	286,070.70	8,867.62
Cameron	152	610	11.5	4,439.35	-
Carbon	2,142	8,815	13.9	70,728.41	2,242.52
Centre	2,139	9,568	20.7	62,013.64	354.90
Chester	2,442	10,715	8.5	70,385.24	5,614.33
Clarion	1,276	5,491	15.9	37,175.46	385.96
Clearfield	6,561	29,898	34.5	193,846.88	2,138.40
Clinton	1,358	5,637	17.4	37,393.80	9,524.40
Columbia	2,606	12,978	26.6	89,970.21	114.92
Crawford	1,979	8,259	13.1	43,696.35	619.14
Cumberland	1,720	7,394	10.8	41,691.18	3,451.54
Dauphin	5,573	22,331	13.5	147,076.46	45,703.19
Delaware	5,743	22,938	8.2	186,315.42	2,014.29
Elk	1,012	4,340	13.0	31,107.92	400.32
Erie	7,132	26,317	15.0	185,389.42	4,954.23
Fayette	14,006	57,054	28.7	470,980.44	3,347.03
Forest	176	774	14.9	4,295.33	348.26
Franklin	1,577	7,214	11.0	38,917.55	1,181.13
Fulton	442	2,089	22.6	9,068.16	72.80
Greene	1,847	7,670	18.4	53,802.91	133.56
Huntingdon	1,993	8,223	21.0	48,121.74	1,501.31
Indiana	4,196	19,448	25.8	123,788.73	1,616.36
Jefferson	2,528	11,436	21.9	73,540.10	477.82

TABLE 16 (Continued)

CASE LOADS, EXPENDITURES AND PER CENT OF POPULATION RECEIVING RELIEF, BY COUNTIES
AUGUST, 1935

County	Average Number During Month		Per Cent of Population	Expenditures	
	Cases	Persons		Direct Relief	Work Relief
Juniata	602	2,883	20.1	$ 16,991.99	$ 96.24
Lackawanna	17,365	71,796	23.1	580,999.90	9,169.74
Lancaster	5,703	20,451	10.4	137,109.92	1,589.04
Lawrence	5,644	20,853	21.4	183,664.43	1,181.41
Lebanon	1,353	5,612	8.4	39,690.97	1,963.34
Lehigh	7,012	26,590	15.4	222,789.62	6,065.74
Luzerne	24,541	103,923	23.3	866,610.79	20,846.04
Lycoming	4,014	15,167	16.2	113,884.78	2,957.27
McKean	1,197	4,798	8.7	33,567.73	379.66
Mercer	4,407	17,315	17.4	127,786.13	2,235.62
Mifflin	1,449	6,554	16.2	43,417.93	1,284.05
Monroe	669	2,810	9.9	19,126.42	1,146.18
Montgomery	3,812	16,547	6.2	117,609.54	3,527.51
Montour	713	3,432	23.6	19,580.37	200.50
Northampton	6,292	25,143	14.9	201,973.77	1,362.13
Northumberland	7,921	36,375	28.3	281,598.22	4,533.47
Perry	625	2,937	13.5	17,422.26	50.80
Philadelphia	98,035	305,068	15.6	3,506,265.33	44,182.13
Pike	76	434	5.8	2,160.04	162.64
Potter	637	2,682	15.3	17,214.67	612.55
Schuylkill	12,283	48,552	20.6	366,602.89	12,615.80
Snyder	901	4,583	24.3	27,158.58	774.36
Somerset	5,178	23,016	28.5	143,345.06	2,609.56
Sullivan	278	1,331	17.7	7,659.57	-
Susquehanna	1,106	4,592	13.6	35,052.23	197.22
Tioga	719	3,043	9.5	19,610.89	1,498.55
Union	734	3,510	20.1	20,287.09	240.66
Venango	3,004	12,345	19.5	93,784.06	2,480.01
Warren	1,359	5,710	13.8	40,863.41	568.76
Washington	6,961	27,674	13.5	190,475.58	8,764.90
Wayne	702	3,077	10.8	22,449.15	340.35
Westmoreland	12,195	50,138	17.0	353,443.60	6,242.57
Wyoming	653	2,749	17.7	19,133.85	480.91
York	3,518	13,927	8.3	91,837.25	6,729.23
State-wide	-	-	-	24,127.74	-

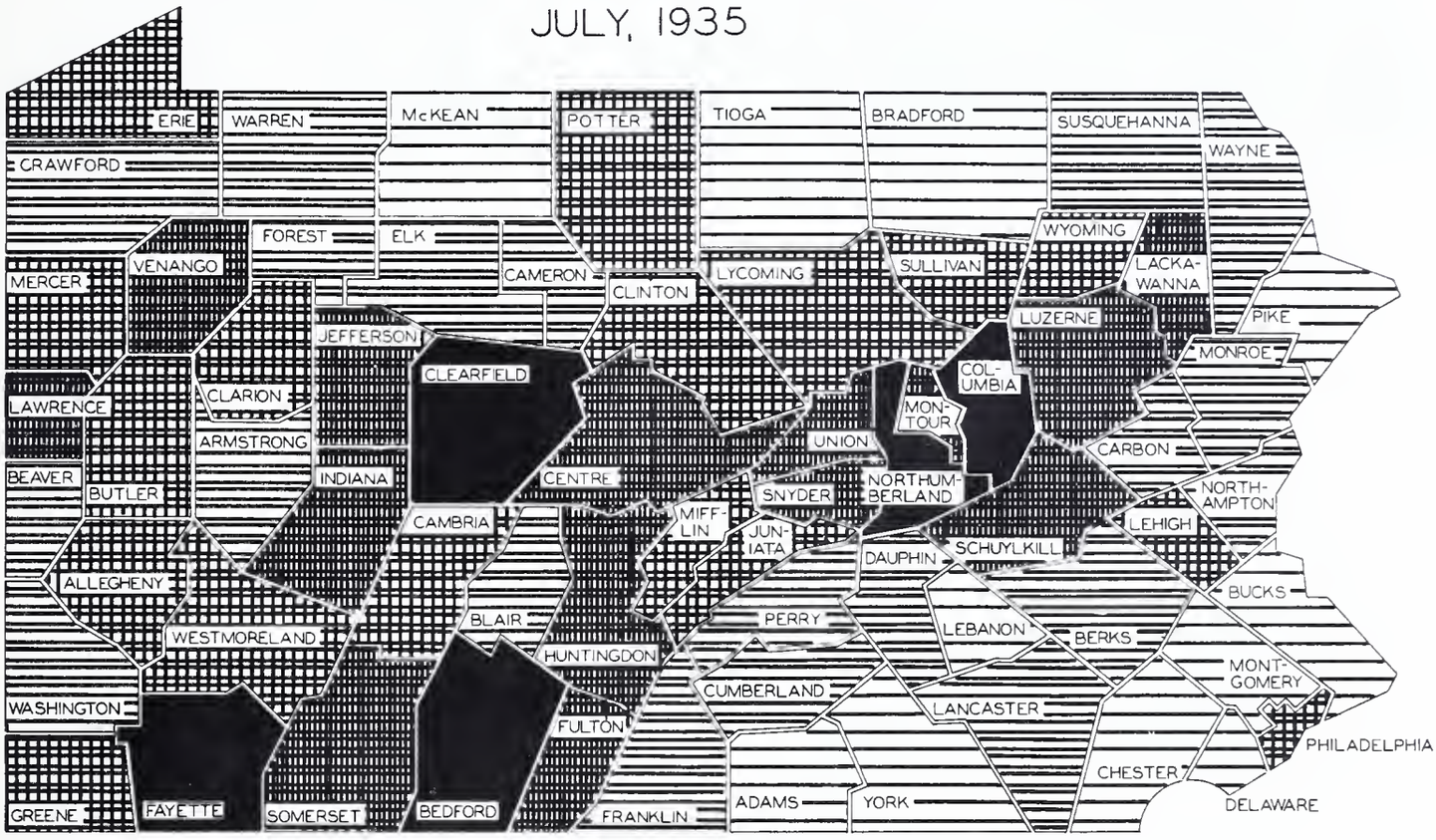
TABLE 17

TOTAL EXPENDITURES, BY STATE-WIDE AND LOCAL ADMINISTRATIVE UNITS
AUGUST AND JULY, 1935

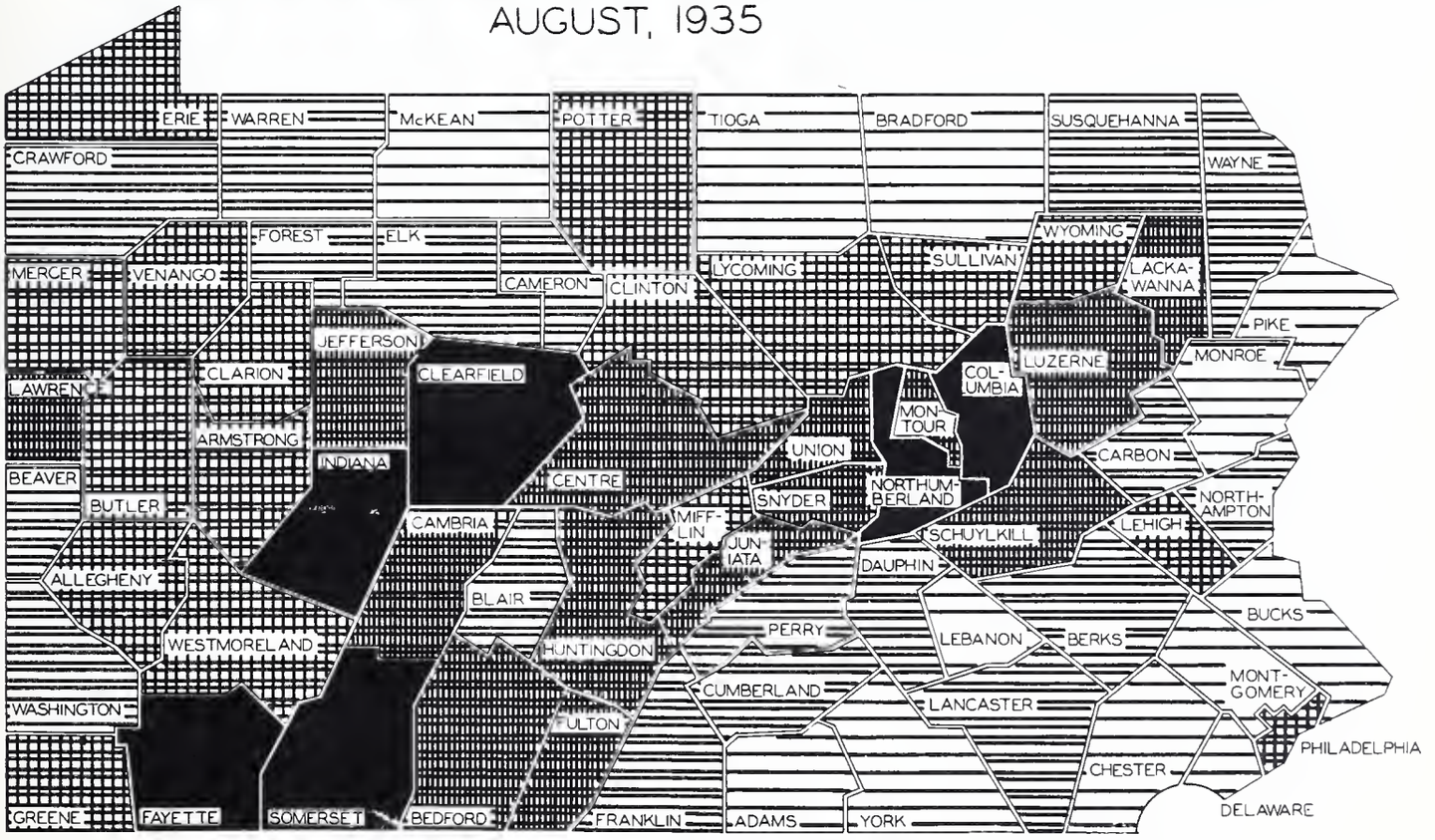
Administrative Unit	Total Expenditures including Administration	
	August	July
TOTAL	$16,460,568.47	$17,890,680.97
State-wide	810,872.01	561,999.69
Area No. 1	485,861.12	536,756.19
Area No. 2	214,508.47	254,430.49
Area No. 3	52,924.57	69,555.22
Area No. 4	128,320.31	159,001.11
Area No. 5	104,067.15	113,948.33
Area No. 6	563,748.73	648,752.65
Area No. 7	288,561.64	316,894.19
Area No. 8	157,620.77	180,432.04
Area No. 9	126,170.25	140,128.30
Area No. 10	463,915.24	547,120.12
Area No. 11	310,676.50	317,106.98
Area No. 12	284,669.52	334,921.26
Area No. 13	269,162.44	340,704.65
Area No. 14	129,083.52	152,906.98
Area No. 15	285,746.66	336,675.14
Area No. 16	206,785.48	257,941.81
Allegheny	3,136,912.89	3,398,354.89
Beaver	204,412.72	226,300.42
Bedford	61,394.59	76,311.19
Berks	230,141.82	282,731.76
Blair	159,587.99	188,608.40
Cambria	324,868.38	348,086.93
Chester	88,317.36	103,450.86
Delaware	209,088.22	234,266.96
Fayette	519,185.05	509,110.32
Lackawanna	638,069.99	693,660.61
Lancaster	158,700.90	179,814.71
Luzerne	955,728.31	1,063,661.28
Philadelphia	3,773,655.83	4,015,332.83
Potter	20,742.18	23,288.89
Schuylkill	419,766.30	498,913.43
Somerset	163,835.47	172,981.27
Westmoreland	401,445.66	448,854.24
York	112,020.43	157,676.83

PROPORTIONS OF COUNTY POPULATIONS RECEIVING RELIEF

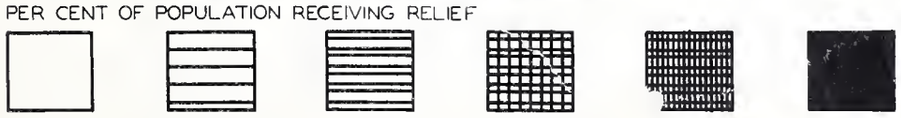
JULY, 1935



AUGUST, 1935



PER CENT OF POPULATION RECEIVING RELIEF



0.0 - 4.9 % 5.0 - 9.9 % 10.0 - 14.9% 15.0 - 19.9 % 20.0 - 24.9% 25.0% & UP

STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 8

PENNSYLVANIA
MONTHLY RELIEF BULLETIN

THE UNEMPLOYED MEET THE STATE EMERGENCY RELIEF BOARD*

ALSO IN THIS ISSUE

INDUSTRY, RELIEF AND UNEMPLOYMENT

CASE LOAD

EXPENDITURES

DIRECT RELIEF

SPECIAL PROGRAMS

COUNTY AND AREA TRENDS

* SEE – TOPIC OF THE MONTH – PAGE - 29

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DIVISION OF RESEARCH & STATISTICS

OCTOBER 1935 VOLUME 2 NUMBER 2

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INDUSTRY, RELIEF AND UNEMPLOYMENT

Industry. Industrial operations in Pennsylvania have shown significant improvement during the first three quarters of 1935 and, in addition, business activity has fluctuated less severely than last year.

September gains in employment and payrolls arising out of increased industrial activity served to offset the slump experienced in the two preceding months. According to the Department of Labor and Industry, employment at the middle of September was 3.2 per cent greater than at the middle of August; but during the two preceding months it had declined by 1.2 per cent and 2.7 per cent, respectively. Payrolls, likewise, were 4.8 per cent higher in September than in August, but still were lower than in the Spring, having dropped almost 10 per cent in June from the preceding month, and having recovered only 5.8 per cent in July.

Anthracite coal mining showed a decided gain in September over the previous month, with employment 19.1 and payrolls 34.9 per cent higher, although both were about a fifth under their level in September of last year. Bituminous coal mining was almost totally suspended during the final week of the month because of a strike.

Operations in the steel industry in September rose to 46 per cent of capacity, which is nearly three times what it was last year in the same month. In the textile industry the index of production dropped by 6 points; but it was still 52 per cent ahead of last year. The manufacture of transportation equipment showed much improvement in September, and the production of plate glass continued a steady upward trend.

Retail trade in the Philadelphia district was 18 per cent greater in September than in August. In Pittsburgh, retail stores reported practically no change, but department store sales were 7.9 per cent ahead of the preceding

month.

Relief. Direct relief was furnished in September to about 17 per cent of Pennsylvania's population. The average number of persons receiving relief - 1,625,304 - was slightly higher than in the preceding month. But where each week in August saw an increase in the case load, each week in September saw a reduction, the decline being larger for each successive week. Preliminary figures indicate that the reduction of relief rolls continued during October at an accelerated rate, and the average of relief recipients for October (1,517,087) is well below any month of the current year.

The amount of money spent on relief in September was slightly less than in August (Table 4, p. 13). The cost by weeks varied considerably, as shown in Chart 1, during the latter part of August and the early part of September, largely because of fluctuations in the number of shoe and clothing orders issued in counties not receiving cash relief.

Employment in private enterprise was the greatest single factor in the closing of relief cases during September. There were some 43,000 cases closed, of which more than 29,000 represented private employment, about 10,000 miscellaneous causes and somewhat more than 4,000 government aid of any type. Meanwhile, there were more than 34,000 cases opened, three quarters of which consisted of former relief recipients reapplying for aid.

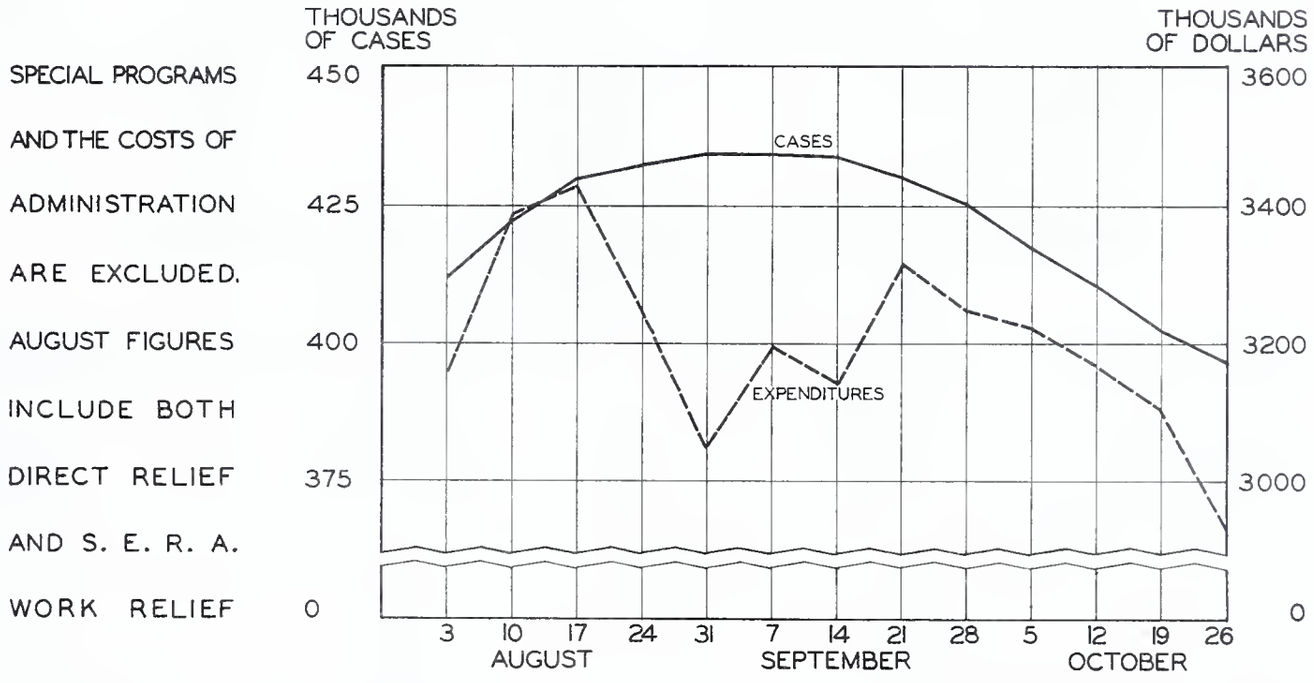
Unemployment. At the end of September a little more than a million and a quarter persons were registered at public employment offices in Pennsylvania as active applicants for jobs. This figure does not exactly reflect the amount of unemployment existing in September, however, since the so-called "active file" included the cards of more than 30,000 applicants assigned to work projects, and an additional unknown number who have secured private employment

through other channels.

Combined September figures issued by 13 State Employment Offices and 54 National Reemployment Offices are summarized below:

	September	August
Active applications at end of month	1,261,846	1,255,056
Placements during month - total	28,420	10,699
In private industry	3,827	4,182
On Works Program projects	24,593*	6,517

RELIEF CASES AND EXPENDITURES
BY WEEKS — AUGUST 3, 1935 — OCTOBER 26, 1935



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* This figure includes both non-relief and relief personnel placed during the month of September. For that reason it differs from the figures quoted in the section on Works Program transfers, p. 6. The effect of these placements was not reflected by the relief rolls until October. See discussion under "Case Load" on following pages.

CASE LOAD

Works Program Transfers. On September 28, a total of 24,303 persons had been assigned employment under the new Federal Works Program. However, only about a tenth of these had by then received their first full wages or partial wages sufficient to meet their minimum needs. But in October and the early weeks of November, assignments of relief recipients to the Works Program as well as actual transfers from relief increased markedly, as disclosed by the cumulative figures given below:

	Placements*	Cases Closed
September 7	Not available	263
September 14	Not available	645
September 21	Not available	1,120
September 28	24,303	2,459
October 5	39,249	5,496
October 12	54,086	8,846
October 19	75,992	13,096
October 26	101,010	19,220
November 2	118,406	29,712
November 9	136,442	39,721

Trend of Relief. As shown in Table 1, the relief case load declined gradually, week by week, throughout September and October. The number of cases on the relief rolls at the close of the first week in September was 434,771. By November 9, the figure had dropped to 371,003 - the lowest point in eleven months.

The outstanding facts revealed by a comparison of September relief statistics with those for August are as follows:**

> The number of cases receiving relief at the end of September was 425,724, whereas there had been 434,787 at the end of August.

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* Based on figures supplied by W.P.A. regional statistical office.
** See Table 3, Appendix Table I and Chart 2.

TABLE 1

NUMBER OF CASES AND PERSONS RECEIVING RELIEF, WITH EXPENDITURES AND AVERAGE GRANTS, BY WEEKS SEPTEMBER 1 THROUGH NOVEMBER 9, 1935*

Week Ending	Cases	Persons	Relief Expenditures**	Average Grant Per Case	Average Grant Per Person
September 7	434,771	1,642,348	$3,199,780.30	7.36	1.95
September 14	434,119	1,638,279	3,147,129.97	7.25	1.92
September 21	430,664	1,621,664	3,320,843.82	7.71	2.11
September 28	425,724	1,598,925	3,251,872.85	7.64	2.03
October 5	417,694	1,564,298	3,223,717.40	7.72	2.06
October 12	410,933	1,535,740	3,170,840.54	7.72	2.06
October 19	402,775	1,499,545	3,108,044.66	7.72	2.07
October 26	396,062	1,468,756	2,929,881.95	7.40	1.99
November 2	383,246	1,412,194	2,813,079.86	7.34	1.99
November 9	371,303	1,358,481	2,704,653.77	7.28	1.99

TABLE 2

RELIEF APPLICATIONS RECEIVED, CASES OPENED, CASES CLOSED, AND NET CHANGE IN CASE LOAD, BY WEEKS SEPTEMBER 1 THROUGH NOVEMBER 9, 1935*

Week Ending	Relief Applications Received	Relief Cases Opened	Relief Cases Closed	Net Change in Case Load
September 7	10,195	8,802	8,818	- 16
September 14	12,088	9,174	9,826	- 652
September 21	9,980	7,873	11,328	- 3,455
September 28	11,763	8,933	13,873	- 4,940
October 5	12,413	8,131	16,161	- 8,030
October 12	12,224	8,413	15,174	- 6,761
October 19	12,979	8,622	16,780	- 8,158
October 26	12,682	9,812	16,525	- 6,713
November 2	11,888	9,588	22,404	- 12,816
November 9	9,962	7,367	19,310	- 11,943

* October and November figures are preliminary.

** Does not include expenditures for special programs and administration.

The average number of cases receiving relief was 431,319 in September and 426,583 in August.

Weekly relief applications averaged 11,009 in September, of which 2,994 were from families who had not before received relief. This was a decline of 6,232 weekly applications from August, when new applicants registered at an average rate of 5,583 per week, the total average having been high in the earlier month because of the ruling that persons requiring reinstatement on relief rolls following suspension of S.E.R.A. work relief projects must reapply in order to receive direct relief.

Cases opened per week averaged 8,687 (of which 2,178 were new cases) in September in contrast to 15,976 (including 3,084 new cases) in August.

Cases closed per week averaged slightly higher in September than in August, - 10,953 as compared to 10,587.

Turnover. At the beginning of September there were 434,787 cases on the Pennsylvania relief rolls. During the month 351,008 of these were reinvestigated and 43,810 closed. In the same period 47,900 new applications were in-

AVERAGE NUMBER OF PERSONS AND CASES RECEIVING RELIEF

BY MONTHS — SEPTEMBER 1932-SEPTEMBER 1935

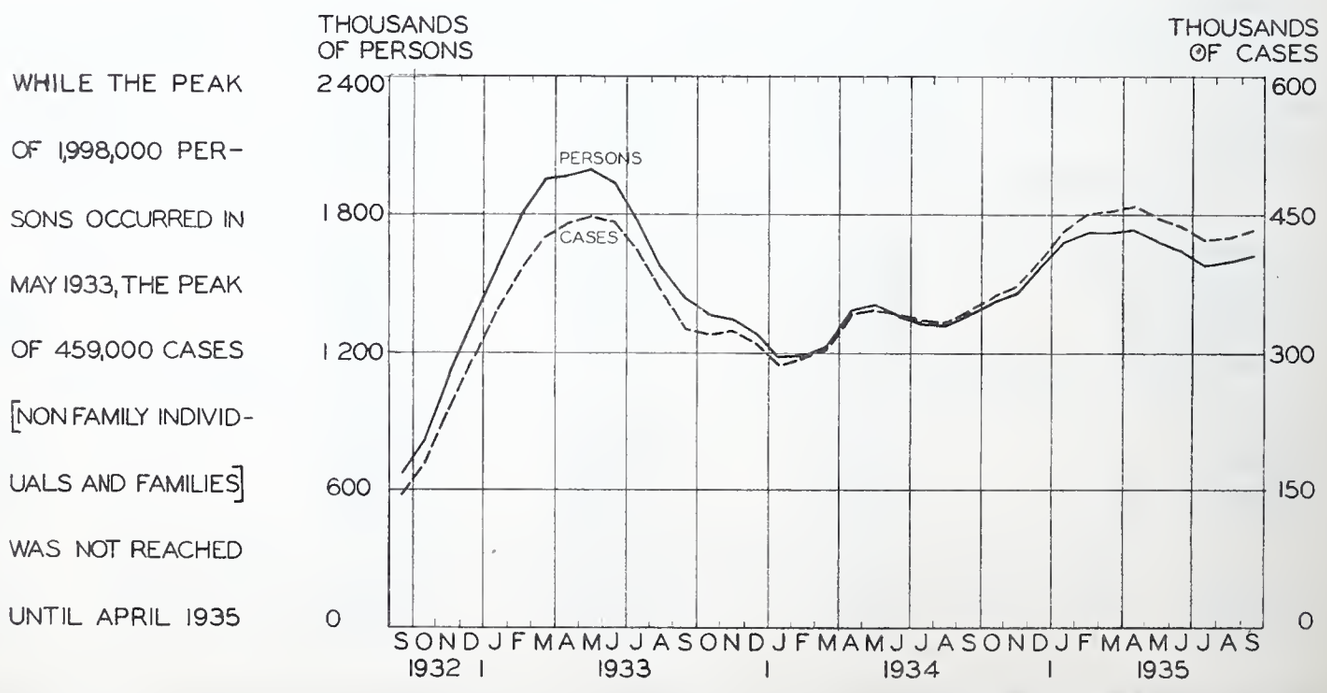

WHILE THE PEAK OF 1,998,000 PERSONS OCCURRED IN MAY 1933, THE PEAK OF 459,000 CASES [NON FAMILY INDIVIDUALS AND FAMILIES] WAS NOT REACHED UNTIL APRIL 1935
THOUSANDS OF PERSONS
THOUSANDS OF CASES
2400
1800
1200
600
0
600
450
300
150
0
PERSONS
CASES
S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S
1932
1933
1934
1935
PERSONS ———— CASES - - - - - -
STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA
CHART 2

TABLE 3

COMPARATIVE SUMMARY OF CASE STATISTICS
SEPTEMBER AND AUGUST, 1935

Item	September 1935	August 1935
Number of cases at beginning of month	434,787	407,842
Direct relief	434,475	396,563
Work relief	312	11,279
Number of cases at end of month	425,724	434,787
Direct relief	425,724	434,475
Work relief	-	312
Average number of cases during month	431,319	426,583
Direct relief	431,319	423,491
Work relief	-	3,092
Number of different cases during month	458,599	474,160*
Direct relief	458,599	469,749
Work relief	-	7,500
Average number of relief applications per week	11,009	17,241
From new cases	2,994	5,583
From former relief cases	8,015	11,658
Average number of cases opened per week	8,687	15,976
New cases	2,178	3,084
Former relief cases	6,509	12,892
Average number of cases closed per week	10,953	10,587
Direct relief	10,875	8,939
Work relief	78	1,648

* Cases receiving both direct and work relief during the month are counted only once in the total.

vestigated, of which 34,747 were accepted (Appendix Table II).

The extent to which the case load is influenced by intermittent employment is brought out in the tabulation given below, showing distribution of cases opened during September according to the number of recurrent cases (cases closed and re-opened within the month), the number of former cases opened which had been closed previously at some time since July 1 of this year, and the number of former cases opened which had been closed prior to July 1.

Nearly three quarters of all cases opened in September represented the return of former relief recipients. Of 34,747 cases opened, 26,034 had formerly received relief. The largest proportion of these - 13,942 - were cases which had been closed since the first of July. In a third group of 1,121 cases, wage earners found jobs of short duration which terminated within the month. Only 8,713 cases were strangers to relief rolls.

Summary figures, including percentages, are as follows:

	Number	Per Cent
All cases opened	34,747	100%
New cases	8,713	25
Former cases	26,034	75
Recurrent	2,121	6
Closed since July 1	9,971	28
Closed before July 1	13,942	41

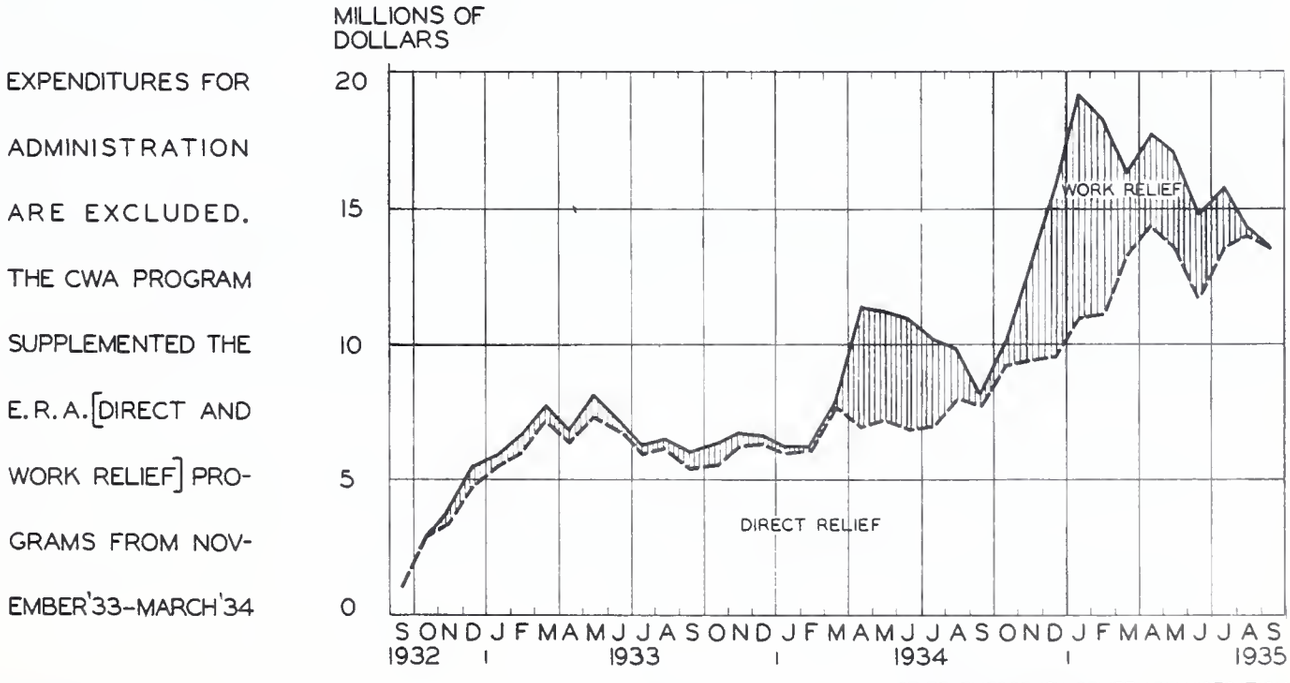
EXPENDITURES

Reductions in September. Expenditures for all forms of unemployment relief in September totaled $15,363,193.73 - the lowest figure since November, 1934. (See Appendix Table IV.) This was a decrease of $1,097,374.74, or 6.7 per cent from August.

This change is attributable chiefly to two causes. The number of order-writing days was fewer by one in September, and the S.E.R.A. work relief program was almost completely closed (see Chart 3). "Work relief clean-up," which consumed but $82,678.41 in September (compared with $307,012.23 for work relief in August), is listed under Special Programs in Table 4. This item includes six special professional projects and two special works projects which were being continued until completion or transfer to other programs.

The percentage of total expenditures accounted for by the major subdivi-

EXPENDITURES FOR DIRECT AND WORK RELIEF
BY MONTHS SEPTEMBER, 1932—SEPTEMBER, 1935


MILLIONS OF DOLLARS
EXPENDITURES FOR ADMINISTRATION ARE EXCLUDED. THE CWA PROGRAM SUPPLEMENTED THE E.R.A. [DIRECT AND WORK RELIEF] PROGRAMS FROM NOVEMBER '33-MARCH '34
20
15
10
5
0
WORK RELIEF
DIRECT RELIEF
S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S
1932
1933
1934
1935
DIRECT RELIEF _____ DIRECT & WORK RELIEF COMBINED _____
STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA
CHART 3

sions of the State Emergency Relief Administration follow:

	Per Cent of Total Expenditures	
	September	August
Total	100.0	100.0
Direct relief	88.4	85.2
Work relief	-	1.9
Special programs	2.6	2.6
Administration	9.0	10.3

Direct relief expenditures declined from $14,024,835.33 in August to $13,583,594.94 in September. However, the decreases in case load and direct relief expenditures are not proportionate because many cases cared for in the previous month by the work relief program were, in September, carried by direct relief.

The drop in expenditures charged to Administration was $325,364.34. One important cause of this reduction was the elimination of the Work Division (discussed in the previous issue). Further savings are attributable to the closing of several other departments including the Reclassification Offices, which had 987 employes in State and county offices together; the General Accounting Unit, which completed its "C.W.A. clean-up" work; and the Legislative Unit and Public Relations Department, whose functions were added to the duties of other offices. Another saving was effected in the Department of Homeless and Transients where administrative expenses declined considerably in September, as staff reductions reflected the decreased case load and anticipated the discontinuance of service at a number of centers early in October.

In the counties, savings in administrative items were accomplished by consolidating several county offices into single units (see section on "County and Area Trends," pp. 22 to 24). Another cause of the lessened outlay was the dismissal of a number of clerical employes in the relief and financial divi-

TABLE 4

EXPENDITURES FOR UNEMPLOYMENT RELIEF FROM STATE AND FEDERAL FUNDS
SEPTEMBER AND AUGUST, 1935

Item	September 1935	August 1935
TOTAL 1/	$15,363,193.78	$16,460,568.47
Direct Relief - Total	13,583,594.94	14,024,835.33
Cash 2/	5,976,745.58	6,278,348.25
Food 3/	5,641,621.50	5,841,253.05
Shoes and clothing	1,041,552.10	1,053,826.21
Shelter	455,755.16	414,374.70
Medical care 4/	225,452.82	241,359.22
Fuel	207,174.60	154,268.67
Water and light	35,757.08	33,035.96
Thrift gardens 5/	- 463.90	8,369.27
Work Relief - Total	-	307,012.23
Wages and salaries	-	268,892.69
Materials and other costs	-	38,119.54
Special Programs - Total	401,546.84	425,504.62
Work relief clean-up	82,678.41	-
Homeless and transients	177,339.74	244,002.52
Emergency education	132,245.78	184,410.65
Veterans' relief	759.98	2,991.31
Commodity purchases and processing 5/	7,856.41	- 12,079.99
Other 6/	666.52	5,980.13
Administration	1,378,051.95	1,703,416.29

1/ Does not include direct relief granted by local poor boards, mothers' assistance boards and old age assistance boards, nor work relief contributions by local, State and Federal sponsors of S.E.R.A. work projects.

2/ Direct relief is granted in the form of cash in Philadelphia and Allegheny Counties only.

3/ Does not include value of Federal Surplus food commodities distributed.

4/ Represents value of requisitions passed for payment.

5/ Minus figure reflects cancellations of current and prior commitments in excess of current commitments.

6/ Includes assistance to Child Health Committee, aid to self-help cooperatives, and expenditures for children's camp.

sions of local offices, these people having been engaged for brief periods to reorganize files and to replace persons on vacation.

With reference to footnote 6 of Table 4, it should be noted that prior to September, a sum listed as "aid to Self-Help Cooperatives" had been included among "other" expenditures under Special Programs. This money was eventually refunded to the State Treasury from special Federal allotments to the individual cooperatives. Meanwhile, it was included here because the vouchers for purchases made by the cooperatives went through the county relief offices in the same manner as other relief vouchers. However, a new, more simplified and more efficient system was inaugurated in September whereby the cooperatives themselves manage their own funds and make their own payments directly to the vendors, thus saving both time and overhead. Accordingly, expenditures for this purpose are not included in our tables after August.

DIRECT RELIEF

A comparison of the number of orders issued in September (listed in Table 5) with the orders issued in August shows a drop of 885,708 in the total number. This reduction is reflected in all types of relief except fuel, water and light, shelter and cod liver oil. The increase in orders for these purposes is due to heightened seasonal needs for fuel and cod liver oil and the further expansion of the rent relief program discussed below.

Shelter. Expenditures for rent relief in September rose to $455,755.16, or $41,380.46 more than in August, with the issue of 85,470 orders - an increase of 11,983 over the previous month. The average cost per order was slightly lower in September than in August.

No rent relief orders are issued in Allegheny or Philadelphia Counties where the rent item is included in the cash relief allowances. Elsewhere, the rent relief program has been extended into all counties except Potter. Forest County was granted rent relief for the first time in September.

Rent relief payments are made in monthly installments to the landlord or his agent. Within certain maximum and minimum limits, it is computed on the basis of twice the taxes (if the landlord agrees to pay for or provide water) or 1½ times the taxes (if water is not included). Separate orders for water and light may be issued for cases where these items are not included in their rent relief, or to other relief recipients living in their own homes or in rent-free quarters.

It is clearly understood that the landlord accepting rent-relief is receiving only partial payment. The Executive Director of the State Emergency Relief Administration issued an order on September 6, 1935, providing that, when the tenant performs services for the landlord for which he does not receive cash, the value of such services should not be considered as income nor

TABLE 5

VOLUME OF DIRECT RELIEF, BY TYPE
SEPTEMBER, 1935

Type of Relief	Number of Orders	Quantity
TOTAL	3,141,312	-
Cash (weekly grants)	747,533	-
Food		
Food (weekly orders)	1,075,329	-
Milk (monthly orders)	143,882	5,850,984 quarts
Shoes and Clothing		
Shoe and clothing orders	598,242	-
Shoes repaired	1,039	1,416 pairs
Fuel		
Bituminous coal	14,566	14,367 tons
Anthracite coal	16,007	13,382 tons
Coke	90	63 tons
Gas	15,793	-
Wood	986	705 cords
Kerosene and fuel oil	14,152	156,107 gals.
Water and light (monthly orders)	25,343	-
Shelter (monthly orders)	85,470	-
Medical Care		
Medical orders	34,857	-
Dental orders	10,134	-
Cod liver oil orders	65	-
Surplus Food Products	357,824	2,261,736 pounds
Roast beef	-	984,284 pounds
Mutton	-	80,283 pounds
Veal	-	137,872 pounds
Roast beef cuts	-	10,006 pounds
Hamburger	-	657,416 pounds
Butter	-	689 pounds
Cheese	-	3,440 pounds
Evaporated milk	-	17,834 pounds
Rice	-	17,724 pounds
Sugar	-	100 pounds
Sauerkraut	-	9,488 pounds
Potatoes	-	342,600 pounds

in any way affect the amount of aid granted to the relief recipient. This provision facilitates optional agreements between the landlord and the tenant attempting to make up to the landlord the difference between the customary rental of the property and the compromise rent accepted under the rent relief plan.

Medical Care. The average number of medical orders and dental orders issued per day was about the same in September as in August. Cod liver oil was again made available after having been eliminated in the mid-summer months when hot weather made it unnecessary. Cod liver oil is now provided as a part of the medical program - i.e., with prescriptions issued to the relief recipient by the attending physician and filled in a drug store of his own choice.

The average cost per medical order has remained approximately constant for some months. Expenditures for medical relief in Pennsylvania compare favorably with those of other States despite the fact that here physicians are permitted to make repeated visits in acute cases without waiting to obtain authorization each time. The value of this method is particularly appreciable in such emergency cases as acute appendicitis or diptheria, especially when the intervention of a week-end makes it impossible for the doctor to obtain authorization for his next visit without a lapse of several days. In Pennsylvania, after being authorized to attend a case, he continues his visits as he feels they are needed. If any question is raised later as to the necessity for these visits and the justice of his charge, the matter is settled by the local advisory committee.

The conscientiousness of these local committees and the cooperation of other physicians have united to make this decentralized system operate effectively without raising average costs for medical relief here above those of

States which require that a separate authorization be issued from relief headquarters to the doctor before a second compensable visit is made. There is a local committee in every county, composed of three doctors who render this voluntary advisory service after they have been nominated by their county medical societies and appointed by the State Emergency Relief Administration.

Shoes and Clothing. The number of orders issued in September for shoes and clothing was 20,465 less than in August. Accordingly, the expenditures for this item dropped $11,886.87.

The work relief projects for shoe repairs were being continued only until the exhaustion of the materials on hand. This accounts for the decrease in shoe repair orders from August to September. There were 5,172 orders providing for the repair of 5,616 pairs of shoes issued in September, while for August there were 1,039 orders for 1,416 pairs.

COUNTY AND AREA TRENDS

Changes in Case Load. While for the State as a whole the average number of persons receiving relief was 1.2 per cent higher in September than it was in August, and 18.4 per cent higher than in September a year ago, there was no uniformity in changes in case load in the 67 counties. The basic pattern of relief needs in September is given in the accompanying map (Chart 4). Figures showing the status of each county, in terms of cases, persons, per cent of population receiving relief and expenditures, are given in Appendix Table III. Table 6, below, gives a convenient summary of these figures according to the per cent of population receiving relief in each county, while certain of the more important changes are tabulated on page 21.

TABLE 6

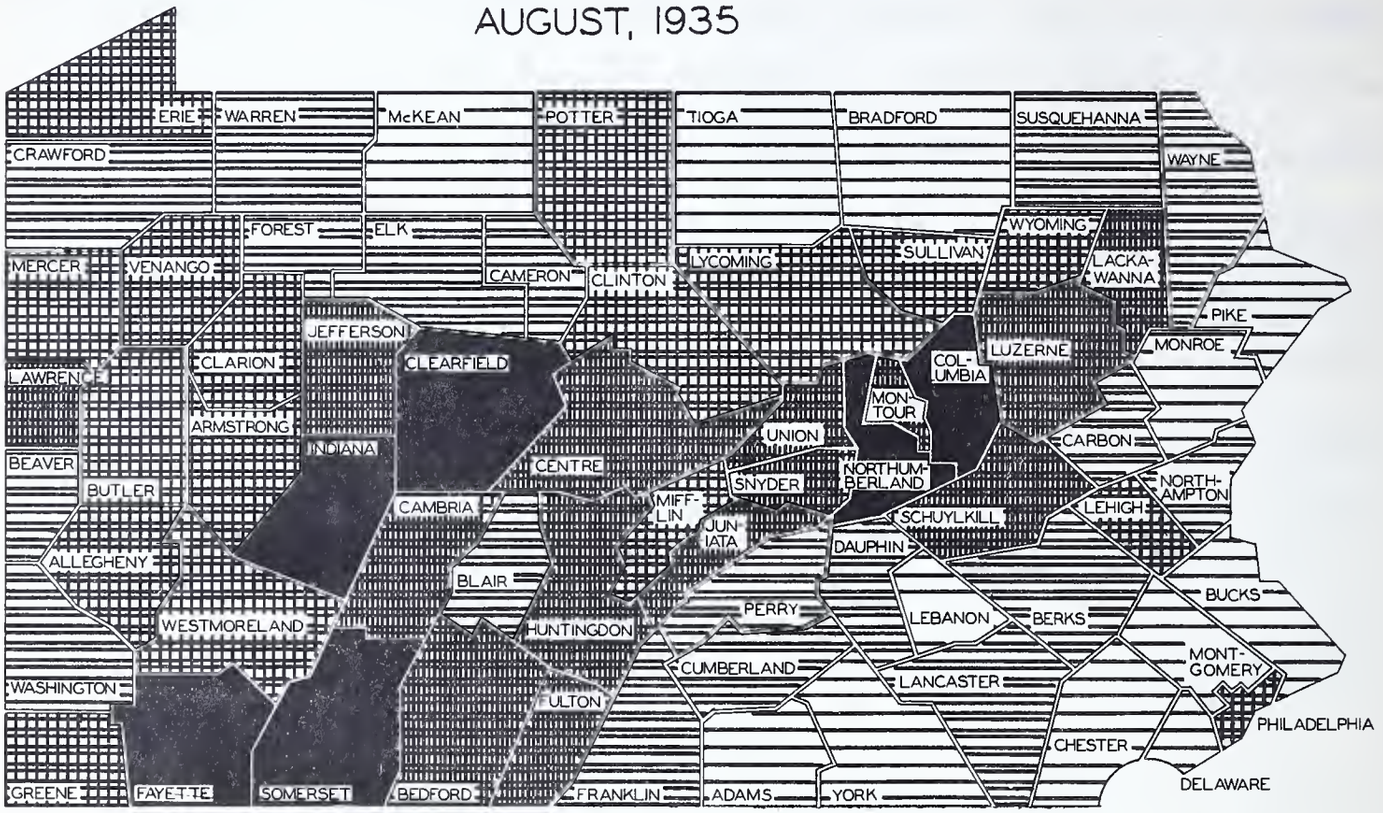
NUMBER OF COUNTIES HAVING SPECIFIED PERCENTAGES
OF THEIR POPULATIONS ON RELIEF ROLLS
SEPTEMBER, AUGUST AND JULY, 1935

Per Cent of Population on Relief	Number of Counties		
	September	August	July
TOTAL	67	67	67
30 and over	1	1	1
25 and over	6	6	5
20 and over	18	20	19
15 and over	36	37	36
10 and over	54	55	56
5 and over	66	67	67
4 and over	67	67	67

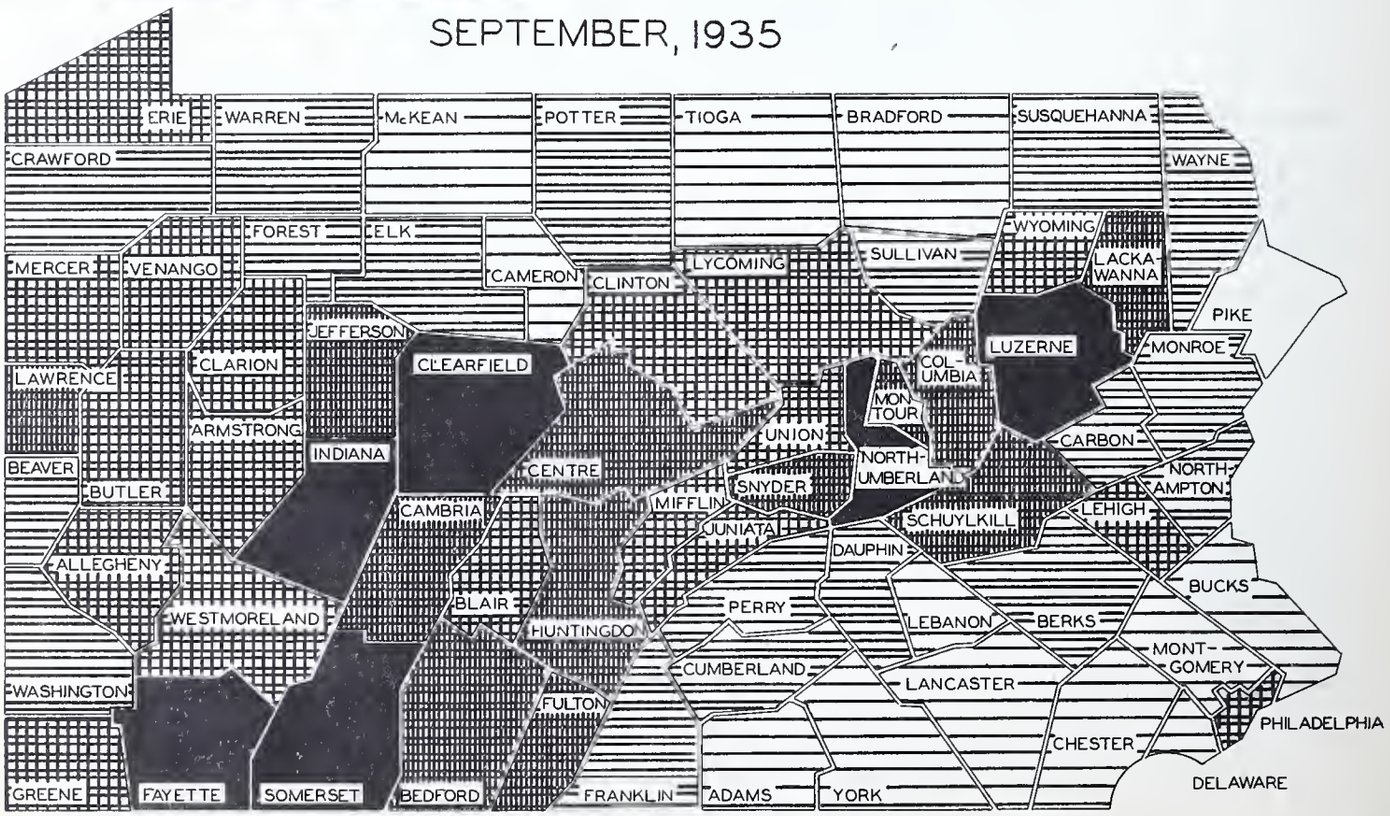
The core of the unemployment relief problem lies in sixteen counties, which together comprise nearly three quarters of the total relief population. Two of these counties include the metropolitan centers of Philadelphia and Pittsburgh; five are anthracite coal mining counties: the remainder, bituminous

PROPORTIONS OF COUNTY POPULATIONS RECEIVING RELIEF

AUGUST, 1935



SEPTEMBER, 1935



PER CENT OF POPULATION RECEIVING RELIEF

0.0 - 4.9%	5.0 - 9.9%	10.0 - 14.9%	15.0 - 19.9%	20.0 - 24.9%	25.0% & UP

STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 4

coal mining counties. Changes in the relief situations in these districts may be summarized as follows:

	Average Number of Persons Receiving Relief Sept., 1935	Per Cent of Population Receiving Relief	Change from August 1935	Change from Sept. 1934
Pennsylvania	1,625,304	16.9	1.2	18.4
Philadelphia County	309,987	15.9	1.5	17.4
Allegheny County	263,987	19.2	*	7.4
Nine bituminous coal mining counties	234,139	22.9	1.4	24.9
Five anthracite coal mining counties	287,487	24.3	6.7	30.8

* Less than 0.1 per cent.

Philadelphia County showed a slight increase in the average number of persons receiving relief in September as against August; however, there were 911 fewer cases at the end than at the beginning of the month, which compares favorably with a net increase of 2,600 during August, 1935, and of 3,300 during September, 1934. Works Program transfers accounted for most of the decline.

There was practically no change in the relief population of Allegheny County. In the nine bituminous coal mining counties (Armstrong, Cambria, Clearfield, Fayette, Greene, Indiana, Jefferson, Somerset and Washington) there was a net increase of 1.4 per cent, considerably less than the increase in the anthracite coal fields, even though there was almost a complete shut down of the mines in the last week of the month, because of a strike.

Large increases in case load in Schuylkill and Luzerne Counties accounted for most of the increased case load in the anthracite section; two of the remaining (Carbon and Northumberland) showed decreases, the other (Lackawanna)

increasing by 4.1 per cent. According to the Bureau of Research and Information of the Department of Labor and Industry, the mines in the middle of September were employing about a fifth less men than at the same period last year.

All but one (Lehigh) of the tier of industrial counties in the east central portion of the State (Dauphin, Lebanon, Berks and Lehigh) likewise showed increases; but further to the south, in the areas that tend to have proportionally smaller needs, (Bucks, Montgomery, Delaware, Chester, Lancaster and York) all but York showed decreases in the case load. Counties which are predominantly rural showed, in general, small decreases. Three small counties (Pike, Sullivan and Cameron) succeeded in transferring large portions of their load to the Works Program. A general decrease is also to be noted in the northwest portion of the State (Warren, Elk, McKean, Venango and Clarion Counties).

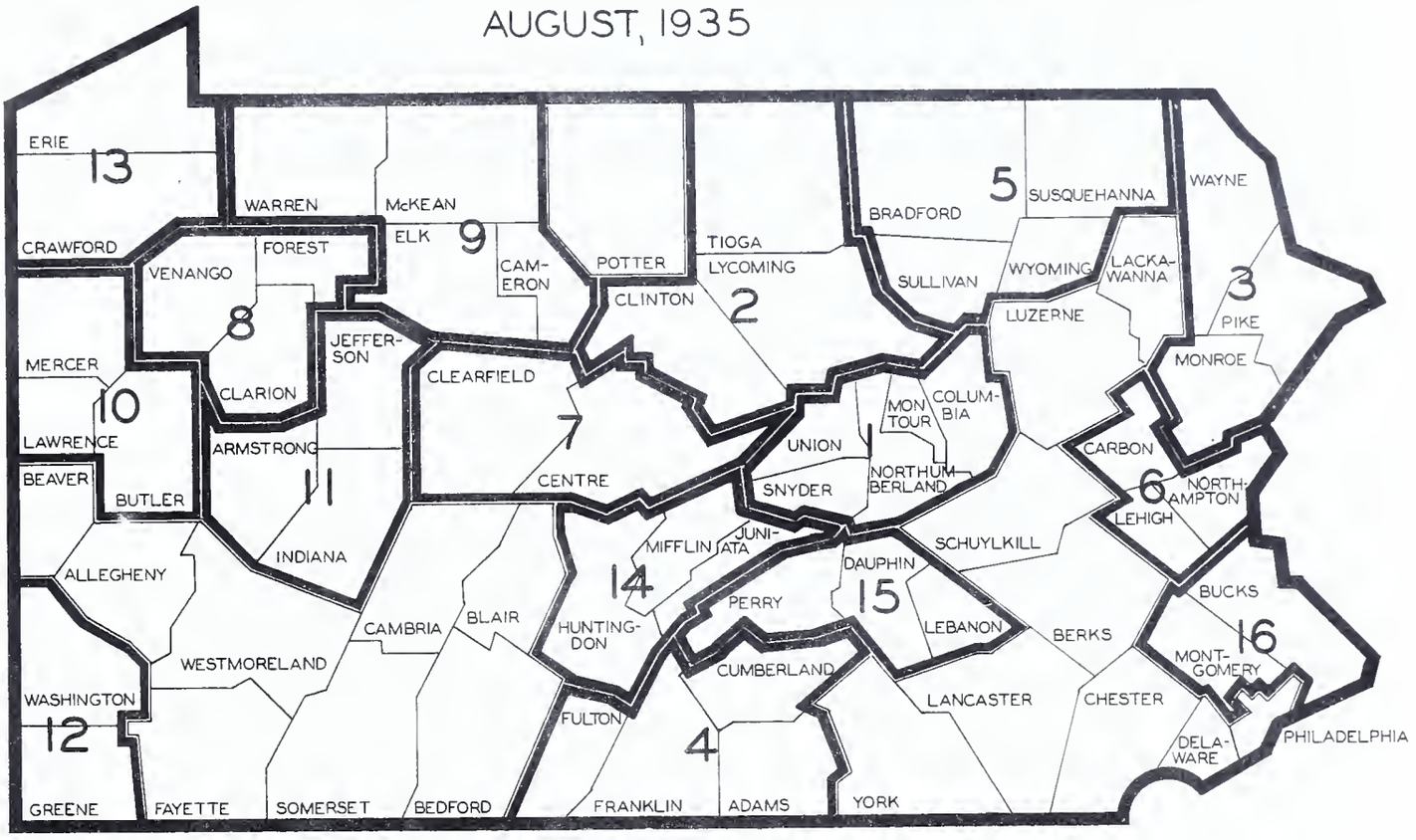
Rearrangement of Administrative Units. In order to increase the efficiency of relief administration, several changes have recently been made in the groupings of counties into administrative units.

Two new administrative areas have been formed by combining four counties which formerly operated as individual units. Bedford and Blair Counties together now form Area 17, with headquarters at Altoona, while Cambria and Somerset are now linked together as Area 18, with headquarters at Johnstown. Formation of the latter area did not become effective until November 1, 1935, and hence is not reflected in the tables appearing in this issue. Area 17, however, was formed in September. This explains Table 4 giving separate expenditure figures for Bedford and Blair Counties in August, while in September their combined expenditures are charged to Area 17.

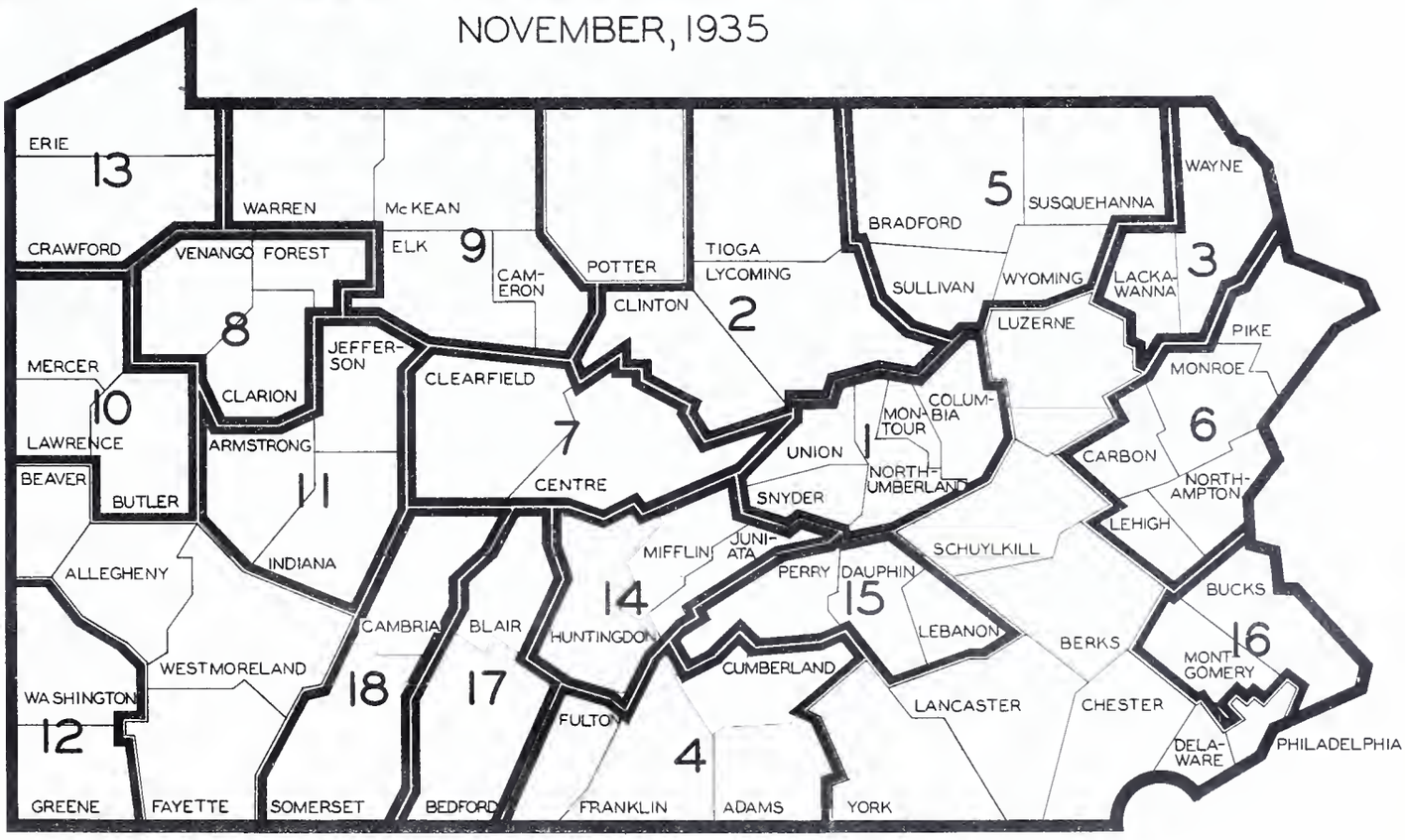
Another change which occurred in September was the rearrangement of Areas

PENNSYLVANIA EMERGENCY RELIEF ADMINISTRATIVE AREAS

AUGUST, 1935



NOVEMBER, 1935



STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 5

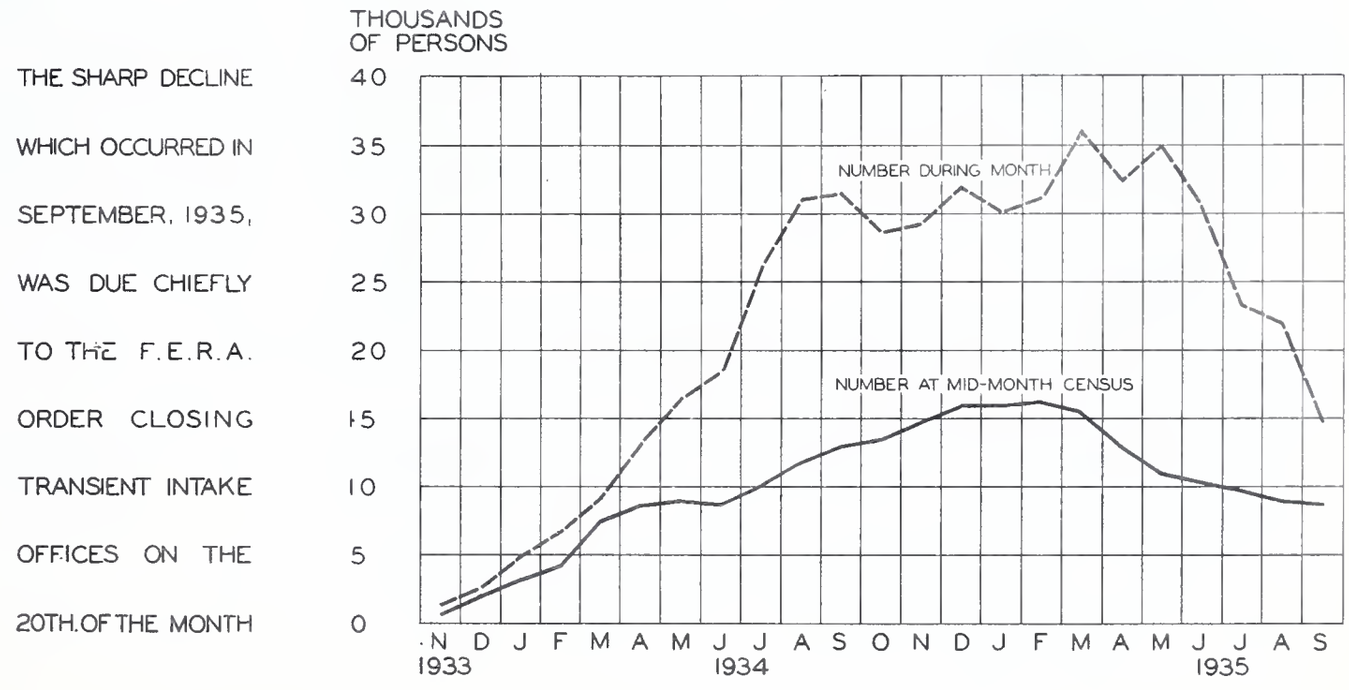
3 and 6. Area 3 - which had consisted of Monroe, Pike and Wayne Counties - was altered to include Wayne and Lackawanna, the latter having formerly been administered as an independent unit. At the same time Area 6 (formerly Carbon, Lehigh and Northampton Counties) was enlarged to include Monroe and Pike Counties in addition. These changes, effective September 1, 1935, are pictured in Chart 5.

SPECIAL PROGRAMS

Homeless and Transients. After September 20 all intake offices of transient camps and shelters were closed. Table 7 shows that the total number of cases registered or re-registered during the month was 7,916 less in September than in August. That this decrease applies chiefly to turnover and does not indicate so large a reduction in the number of cases enrolled at any one time is demonstrated by the case load figures and in Chart 6. At the mid-monthly census the total number of cases registered was but 430 less in September than the month before, while at the end of September it was 987 (approximately 12 per cent) less than at the end of August. This final reduction was attributable mainly to the fact that the intake offices were closed throughout the last third of the month, although a portion of the decrease may be due to the seasonal rise in employment opportunities.

NUMBER OF HOMELESS & TRANSIENTS AIDED

BY MONTHS NOVEMBER 1933 - SEPTEMBER 1935



STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA CHART 6

An analysis of the total number of individuals under care of the Federal Transient Bureau at the time the intake offices closed (as of September 21) shows that 4,086 or approximately half of those in Pennsylvania were Federal transients.* Of the remainder 966 individuals, or 11.6 per cent, were State transients, while 3,242 persons, or 39.1 per cent of the total were local homeless.

Federal funds are used by the Department of Homeless and Transients for all expenditures involving administration, relief, and plant and equipment.

TABLE 7

NUMBER OF HOMELESS AND TRANSIENTS RECEIVING AID, AND COST OF PROGRAM SEPTEMBER AND AUGUST, 1935

Item	September	August
Number at Mid-monthly Census		
Cases - total	7,369	7,799
Family	554	553
Non-family	6,815	7,246
Persons - total	8,729	9,072
Family	1,914	1,826
Non-family	6,815	7,246
Number During Month		
Cases - total	12,685	20,601
Family	911	1,097
Non-family	11,774	19,504
Persons - total	14,937	23,215
Family	3,163	3,711
Non-family	11,774	19,504
Expenditures		
Total	$177,339.74	$244,002.52
Relief in kind	128,598.21	138,888.25
Relief in cash	20,340.00	25,653.25
Plant and equipment	28,401.53	79,461.02

* Federal transients are those from other States who have been in Pennsylvania less than one year; State transients are Pennsylvanians without legal residence in the county in which they are being cared for.

However, the Department is reimbursed from the State's general relief fund for the amounts spent in caring for local homeless and State transients.

Total expenditures for the September Transient Program in Pennsylvania showed a reduction that was reflected in all items, - the greatest saving being in the sum utilized for plant and equipment which had been larger than usual in August because of the purchase of materials for the construction of seven new camps.

The comparable figures for individuals under the care of the Transient Bureau in Pennsylvania and in the country as a whole follow:

	Total Individuals	Federal Transients	State Transients
Nation-wide	226,920	181,898	26,162
Pennsylvania	8,294	4,086	966

The figures for the country as a whole indicate that Pennsylvania is harboring about the same proportion of State transients as are other states. However, whereas 80.2 per cent of the homeless and transient individuals throughout the country are classified as Federal transients, slightly less than half - 40.3 per cent - of the Pennsylvania case load is so classified. It is estimated that for every Federal transient in Pennsylvania approximately two individuals who came from Pennsylvania are being supported in other states as Federal transients.

Education. The activities of the Emergency Education Program were shrinking, preliminary to complete suspension preceding their revival under the auspices of the Works Progress Administration. In September, there were but 1,666 teachers and 145,135 pupils (see Table 8) in contrast to 1,913 teachers with 259,644 pupils in August. The most drastic curtailment was evident in recreational activities.

The College Student Aid Program, which had been administered by the State Emergency Relief Administration until June, was renewed in September by the National Youth Administration on approximately the same basis as before.

TABLE 8

NUMBER OF TEACHERS AND PUPILS AIDED UNDER EMERGENCY EDUCATION PROGRAM, WITH EXPENDITURES, BY TYPE OF PROJECT
SEPTEMBER, 1935

Type of Project	Teachers Employed	Pupils	Expenditures
TOTAL	1,666	145,135	$ 132,753.49
Recreation	441	71,151	34,936.66
English, Citizenship and Academic Subjects	265	22,599	20,027.11
Vocational Training and Guidance	97	4,806	8,117.55
Art, Handicraft and Music	51	5,332	3,533.54
Social Science and Workers' Education	29	1,488	2,487.60
Nursery Schools and Parent Education	197	3,247	16,127.95
Miscellaneous	586	36,512	47,523.08

TOPIC OF THE MONTH

THE UNEMPLOYED MEET THE STATE EMERGENCY RELIEF BOARD

By A. L. Wills, Consultant on Community Contacts, S. E. R. A.

August 28, 1935, marked a new departure in our relationship with the organized unemployed of Pennsylvania. On that date at a regular meeting of the State Emergency Relief Board, an invitation was issued to the unemployed to select fifteen delegates representative of the major unemployed groups of the State, these to meet with the State Board in special session at 5:30 P.M., September 19. At this time the delegates were to be given an opportunity to describe the problems with which the unemployed are faced and to make suggestions for the improvement of the direct relief program.

This invitation was enthusiastically and appreciatively received by the unemployed organizations. The Pennsylvania Unemployed League and the Pennsylvania Security League took the lead in making the necessary preparations for the meeting. The former body issued a call for a preliminary conference to be held at Allentown on September 12. All unemployed organizations were asked to send ten delegates. This meeting took place according to schedule and the whole unemployment relief problem was thoroughly discussed. From all accounts, it is apparent that the delegates put aside minor differences and personal animosities, and considered only the contribution they might make to the welfare of the great mass of unemployed. That such a meeting could actually take place, and a program be endorsed representing what the unemployed consider their minimum needs, is, in itself, a highly significant fact, as all those familiar with the divisions and instability of so many unemployed groups in the State will readily agree.

The preliminary conference, consisting on this occasion of the fifteen

appointed delegates and their alternates, reconvened in Harrisburg the morning of September 19, at which time the various suggestions and material received from all over the State in response to urgent inquiry were studied. A further meeting at 2 P.M. was held in the office of the State Emergency Relief Administration's Consultant on Community Contacts to make final arrangements for the presentation before the State Emergency Relief Board at five-thirty.

The meeting with the State Board was held in the large reception room outside the Governor's office, with Governor Earle presiding. The committee was introduced by the Consultant who turned the program over to Mr. Bernard Child of the Hod Carriers' Union of York County, the chairman chosen by the Allentown conference.

Those of us who were privileged to hear the presentation which followed were greatly impressed by the unfailing courtesy of the speakers, by the logic of their arguments, and by the vivid picture given of the actual difficulties and problems experienced by the unemployed in their daily lives. The delegation made no "demands." They evidently followed the slogan of one delegate who advised: "Let our story make our demands for us!"

The remarks of the Chairman, Mr. Child, are here given in full, since they summarize the general point of view of the delegation, and list the recommendations which the unemployed groups submitted for the consideration of the State Emergency Relief Board.

"As Chairman of this group, I would like to make a few introductory remarks and then introduce the speakers who will develop the themes and requests which will be presented to you.

"We came here today directly representing 300,000 unemployed members of the following State-wide organizations: The Pennsylvania Security League, The Pennsylvania Unemployed League, The Unemployment Councils, The Inter-County

Unemployed and Works Division Alliance, the Luzerne County Unemployed League, The Cooperative Workers of America, The Citizens' Vigilance Association of America, The Unemployed Joint Action Committee of Erie County, and the Allegheny County Unemployed Citizens' League. Indirectly we also speak for the greater masses of the unemployed workers, who, as yet, are not organized. We represent the groups that for years have had serious differences. It is an extraordinary situation that has brought us together in a common cause. We find ourselves facing a man-made catastrophe which will tear down the whole American standard of living.

"We have been told that all relief will be cut off November 1. That, Mr. Governor, is 42 days away. We contend that it will be absolutely impossible to place all, or even a majority, of the unemployed on projects by that time. We are reliably informed that if all projects were started, more than half could not get jobs. Today we speak for those forgotten workers and their families who will be cut off, even from relief. Thousands of families who are living on the verge of starvation! Hundreds of children kept out of school for lack of clothing and shoes! Young boys separated from their families and forced to support them on one dollar a day! Thousands of families actually torn apart by the rules and regulations that are in force!

"Present relief allowances have proven themselves to be inadequate and, in 42 days, even this will be taken away. We ask - 'Who will this benefit?' Not the unemployed! Will it benefit the trade union? Will it benefit the farmer? Will it benefit the professional men, many of whom are joining our ranks? Will it benefit the small business man whose market must also be meager? We say, 'No!' This situation can only benefit a handful of those who represent concentrated wealth. Thousands of unemployed driven by the fear of hunger clamoring at the factory gates is the express wish of every exploiter!

"We, the unemployed of Pennsylvania, ask that the following be put into effect:

"1. Cash relief in every county.

"2. Fifty per cent increase in present relief allowances, based upon the highest amount given in any part of the State.

"3. Direct relief for all unemployed until they receive jobs at trade union wages.

"4. Direct relief for all unemployed who refuse to participate in the W.P.A. program.

"5. Immediate and vigorous action from the S.E.R.B. to obtain funds from the Federal Government to adequately finance the relief program.

"6. A special session of Legislature to provide funds for the relief program.

"It is, of course, possible to dismiss the proposals by dismissing them as unreasonable and ridiculous demands. Mr. Governor, you one time stated that behind the hue and cry of so-called 'Communist' and 'Socialist,' there is the entrenched power of concentrated wealth. We are speaking plainly, Mr. Governor and members of the Board. We say that it is only those forces who will benefit by cutting off relief.

"Mr. Governor, you stated in your inaugural address that the remedy lies in taxing those who can pay. The State Emergency Relief Board is composed of the most influential people in the State, and we ask that you take an active responsibility to see that funds are made available for relief.

"The first speaker is Mr. Doyle Glosner of the Cooperative Workers of America who will discuss 'The Inadequacy of Relief.'"

Mr. Glosner displayed a placard on which were exhibited articles which

the unemployed really need in the home, but for which there is little or no provision in our Relief Program. These included tooth paste, matches, tobacco, wash cloths, hot water bags, newspapers, fraternal insurance, religious contributions, writing paper, car fare, postage, dishes, mops, scrub buckets, stoves and stove parts, false teeth, mouse and rat traps, and "bed bug juice."

"That may sound funny to you, and it would have to me some time ago," Mr. Glosner remarked, adding, "but today it has been my unfortunate position to live in houses unfit for human habitation."

Mr. Glosner's exhibit, mounted on a cardboard carton from which top and bottom had been removed and which he unfolded in sections, was probably the high point of the presentation, judging by the keen interest of Board members and the rest of the audience. Mr. Glosner's little speech was a vivid dramatization of the subsistence level of our relief recipients' living, in spite of the high place Pennsylvania occupies in the roll of States, as far as adequacy of relief is concerned.

A little later, Mr. Robert Lieberman of the Unemployed Citizens' League of Allegheny County discussed reasons "why there should be a fifty per cent increase in relief grants." He pointed out that "the budget deficiency minimum as set by the S.E.R.B. is the absolute minimum below which we cannot go and still live in health and decency. Yet the State regulations provide that unless a man is on work relief, he receives only 80% of this budget deficiency." Mr. Lieberman quoted with emphatic approval the statement of a conference of social workers: "It seems an absurd situation when a minimum can be set and then 80% of that minimum given."

Mr. Norvalle Galloway, a member of the Fayette County Emergency Relief Board and a district organizer of the United Mine Workers, spoke on behalf of the Pennsylvania Security League on the subject of the inadequacy of rent re-

lief. He cited the situation in one district in Fayette County where an average four-room house would ordinarily rent for $22.00 to $24.00 a month, but for which the landlord receives from the State Emergency Relief Administration, three, four, or at the highest, five dollars a month. He declared that landlords will not continue to sign our rental agreements. Mr. Galloway reported that the United Mine Workers of America had spent on eviction cases alone for its members the sum of $10,920.62. They had moved between 2,500 and 3,000 people, finding new shelters for them. He said that his organization was at that moment faced with the possible evictions of 66 of their members' families. He concluded by saying that the United Mine Workers had come to the end of taking care of these people because of the fact that they had no more money with which to do it. He suggested a special session of the Legislature to deal with a problem which was daily becoming more acute.

Miss Jennie Cooper of the Unemployed Councils spoke in support of a Cash Relief system for the entire State. She said that the unemployed were opposed to the voucher system because it created a feeling of humiliation among relief recipients. It was also uneconomical, - first to the unemployed who had "to spend so much time going to demand these slips." Everyone was agreed, she said, that present relief was inadequate, but she pointed out that if "the little we do get is given in cash, we can make this little go as far as possible." The unemployed could take advantage of sales of special items in different stores, and spend a little of their money each day, instead of buying a week's supplies at one time in one store, as at present. Since the unemployed were given no ice with which to preserve perishable foods, this was a matter of great importance to them. Miss Cooper concluded by assuring the Board that if relief was cut off November 1, as proposed, the unemployed who have suffered for years "were not going to sit by and keep quiet."

Mr. Joseph O'Connell of the Pennsylvania Security League made a plea for the continuance of direct relief to all unemployed who are not given work. He based his argument on the premise that it was impossible for local communities to re-assume the burden of relief. It is unfortunate that Mr. O'Connell had difficulty in making himself heard, for he had something really pertinent to say. The following is his main thesis, given in his own words:

"As you well know, the local communities did attempt to take care of their unemployed problem prior to 1933, but that year found them bankrupt and in no position to continue their support of the unemployed in their respective communities, with the result that the State had to step in and assume the responsibility and later the Federal Government assumed a part of the burden. If that was true in 1933, don't you think that it is true today after two years of the depression?

"Now then, the Community Chest drive, which is conducted under the auspices of the Social Welfare League of our county - that is Berks - and I speak of it, for I am acquainted with conditions as they are in that County, although I am sure that what I will say for it can be said of every county in the State. The Community Chest has never attained its quota for the last few years, nor has it come anywhere near doing so. Yet it is through this Chest that the unemployed of our County would have to be supported.

"Now then, not only hasn't the Chest reached its quota for the last few years, but the money allotted to social welfare has been abridged considerably. For example, the Social Welfare League last year had a budget of $45,000. This year that sum was cut considerably, in fact, to $29,583. It is not surprising, therefore, to read that the Social Welfare League last year ran over its budget to the sum of $22,189. If it is already in the 'red' to that amount, where will the funds for the Welfare League come from that will be necessary if that

agency is to assume the burden of taking care of the so-called 'unemployable' unemployed?

"Further, the Welfare League, with its limited budget, looks after the health, character building and relief of the unemployed. Is it possible, or even desirable, to cut out the other two to benefit relief? Obviously not! For even if all the funds went to the maintenance of relief, it would not begin to cover the relief need. After all, there are about 24,000 people on relief in Berks County. I think and hope it is evident, therefore, that as far as that agency goes, it would be impossible for it to take care of the unemployment problem that will result from the latest mandate given out by the State and Federal Relief officials.

"There has also been some talk of throwing these 'unemployable' unemployed on the Poor Boards. I have in my possession a document signed by members of the Poor Board decrying the responsibility, that is, financial, of assuming this burden. That leaves us with this problem. The local communities are bankrupt. The agencies in the local communities whose function it is to take care of the unemployed are not able to do so. The obvious solution for the problem is the continuation of the State and Federal Governments carrying on this responsibility. Gentlemen, it is your duty to see that funds are available for the continuation of that policy."

Mr. Sam Gordon of the Pennsylvania Security League requested that unemployed protesting W.P.A. wages continue to receive direct relief. He described the strike conditions in Lehigh County and gave the following description of the problem faced by an unemployed worker called out on a project:

"At present, the rate of unemployment relief for an average family in Lehigh County of two adults and four children is about $30.00 a month for food, $12.00 for clothing, $2.80 for gas, $6.50 for rent, $6.16 for milk, and $10.20

for coal, making a total of about $67.66, not including medical and dental aid. Now then, a man who is to go to work for $55.00 a month is obviously under a disadvantage. He has to work for less than the subsistence level. In addition to that, he cannot get any medical or dental aid any longer. In addition, the landlord requires full payment of rent. He has no security for rainy days, and in addition, the work naturally requires a greater replacement of energy builders, so that the $55.00 wage scale is considered entirely inadequate and they are absolutely determined not to work for that $55.00 a month."

Mr. Gordon pleaded with the State Emergency Relief Board not to make it more difficult for the men to secure a compromise on wages.

Other speakers spoke on the so called "Pauper's Oath," and on the need for improved and decentralized administration. Mr. Anthony Ramuglia, President of the National Unemployed League, discussed the inadequacy of the present tax program which has failed to produce the estimated $5,000,000 a month, which is the amount the State has undertaken to contribute to the relief funds. Addressing Governor Earle, he said: "I need not say that on November 1, if the relief is cut off, the unemployed are not going home and lie down and die. I am quite sure that you do not propose to settle the question of hunger through the State Police. I am quite sure there is enough money in the State of Pennsylvania, in spite of the fact that I haven't any."

Governor Earle, after each speaker had concluded his remarks, thanked him for his representation and in a brief speech before the meeting came to an end outlined what he had attempted to do for the unemployed during the last session of the Legislature. He reminded the delegation of the difficulties of that session, and the reasons for the apparent deficiencies in the tax program. He was obviously exceedingly doubtful about a Special Session of the Legislature being able to produce results, but promised: "There will be no starvation and

as little inadequacy as it is in my power to give."

Since this meeting the organizations represented there have continued to consult one another, and to participate in common activity where necessary and advisable. They are at least pointing the way towards unity and away from the bitterness and division which have been characteristic of them in the past.

The annals of the American Academy of Political and Social Science for May, 1935, devotes itself to the subject of Pressure Groups and Propaganda. The twenty-nine articles give a startling picture of the tremendous influence of both on legislation and on the moulding of public opinion. None deal especially with the part played by unemployed organizations. Only one mentions them at all. This one article by Edward B. Logan of the Political Science Department of the University of Pennsylvania discusses "Group Pressures and State Finance." Professor Logan has this to say:

"In some states the unemployed now have organizations promoting relief appropriations. Although not yet well organized, with the large percentage of the population receiving relief, there exists the possibility of the formation of a pressure group with political power so strong that legislators and administrators would find great difficulty in refusing their demands for state appropriations."

The Pennsylvania unemployed organizations seem now in process of converting Professor Logan's "possibility" into an actuality. In view of the powerful influence of other special interests groups which have the wherewithal to make their influence really effective, perhaps the growing strength and unity of the organized unemployed is a socially desirable development. Perhaps it is necessary as a balancing influence. At any rate, the presentation before the State Emergency Relief Board on September 19 was a demonstration of the fact that the unemployed are not entirely lacking intelligent and forceful leadership.

TABLE I

AVERAGE NUMBER OF CASES AND PERSONS RECEIVING RELIEF, BY MONTHS
SEPTEMBER, 1932 - SEPTEMBER, 1935

Month and Year	Average Number During Month		Average No. of Persons per Case
	Cases	Persons	
September, 1932	146,959	676,011	4.6
October	180,417	829,918	4.6
November	240,008	1,104,036	4.6
December	292,617	1,346,038	4.6
January, 1933	343,011	1,577,851	4.6
February	391,163	1,799,350	4.6
March	426,216	1,960,610	4.6
April	440,819	1,975,135	4.5
May	449,743	1,998,426	4.4
June	443,709	1,940,085	4.4
July	412,569	1,773,089	4.3
August	366,856	1,576,840	4.3
September	328,638	1,422,717	4.3
October	319,885	1,361,223	4.3
November	324,780*	1,352,638*	4.2
December	311,615*	1,298,558*	4.2
January, 1934	288,136*	1,183,240*	4.1
February	295,500*	1,191,449*	4.0
March	304,566*	1,230,595*	4.0
April	343,995	1,386,300	4.0
May	348,960	1,406,955	4.0
June	341,342	1,365,970	4.0
July	334,903	1,335,469	4.0
August	334,096	1,325,383	4.0
September	345,716	1,372,876	4.0
October	360,036	1,425,255	4.0
November	373,441	1,470,232	3.9
December	401,437	1,570,945	3.9
January, 1935	431,975	1,678,377	3.9
February	450,859	1,728,286	3.8
March	455,343	1,727,192	3.8
April	459,121	1,738,307	3.8
May	447,125	1,691,316	3.8
June	436,894	1,649,386	3.8
July	424,000	1,587,664	3.7
August	426,583	1,606,633	3.8
September	431,319	1,625,304	3.8

* Employment provided by C.W.A. activities during these months reduced the number of cases receiving relief.

TABLE II

TURNOVER IN RELIEF CASE LOAD, BY MONTHS
SEPTEMBER, 1934 - SEPTEMBER, 1935

Month	Number of Cases at Beginning of Month	Number of Cases		Number of Relief Applications		
		Reinvestigated	Closed	Investigated	Rejected	Accepted
September, 1934	332,025	240,893	36,056	78,917	23,286	55,631
October	351,599	276,802	31,250	63,348	18,079	45,269
November	365,618	256,411	32,525	66,070	19,281	46,789
December	379,882	261,167	31,124	86,388	18,179	68,209
January, 1935	416,967	262,915	27,639	68,563	15,222	53,341
February	442,669	286,870	40,160	60,990	11,304	49,686
March	452,195	376,310	45,608	67,375	15,339	52,036
April	458,623	359,270	43,946	55,793	13,355	42,438
May	457,115	418,826	64,957	66,221	17,131	49,090
June	441,248	378,580	46,241	53,296	14,743	38,553
July	433,560	345,657	67,325	56,761	15,154	41,607
August	407,842	390,264	52,937	98,736	18,914	79,822
September	434,787	351,008	43,810	47,900	13,153	34,747

TABLE III

CASE LOADS, EXPENDITURES AND PER CENT OF POPULATION RECEIVING RELIEF, BY COUNTIES
SEPTEMBER, 1935

County	Average Number During Month — Cases	Persons	Per Cent of Population	Relief Expenditures*
TOTAL	431,319	1,625,304	16.9	$13,583,594.94
Adams	526	2,738	7.4	12,873.92
Allegheny	77,981	263,987	19.2	2,658,391.52
Armstrong	3,158	13,657	17.2	92,038.31
Beaver	5,884	20,405	13.7	184,783.53
Bedford	1,916	8,564	23.0	47,546.24
Berks	6,499	24,054	10.4	198,695.80
Blair	5,291	21,690	15.5	149,322.60
Bradford	892	3,932	8.0	23,721.56
Bucks	1,582	6,969	7.2	45,352.38
Butler	3,258	14,368	17.9	97,253.69
Cambria	10,448	46,208	22.7	303,511.49
Cameron	129	517	9.7	3,040.23
Carbon	2,063	8,609	13.6	58,700.73
Centre	2,090	9,303	20.1	51,396.69
Chester	2,413	10,576	8.4	73,857.48
Clarion	1,229	5,328	15.4	34,645.59
Clearfield	8,425	29,222	33.7	168,275.64
Clinton	1,377	5,727	17.7	40,540.31
Columbia	2,332	11,495	23.6	72,319.22
Crawford	2,022	8,443	13.4	48,900.87
Cumberland	1,884	7,228	10.6	42,383.94
Dauphin	6,048	24,424	14.8	158,389.07
Delaware	5,658	22,824	8.1	175,179.62
Elk	986	4,253	12.7	28,035.44
Erie	7,295	26,971	15.4	201,609.48
Fayette	14,048	57,032	28.7	427,218.42
Forest	156	669	12.9	3,834.97
Franklin	1,522	6,888	10.6	36,829.96
Fulton	427	2,054	22.3	7,960.75
Greene	1,886	7,941	19.0	55,005.49
Huntingdon	1,897	7,941	20.4	47,258.39
Indiana	4,080	18,857	25.0	120,932.93
Jefferson	2,528	11,398	21.9	73,148.39
Juniata	560	2,677	18.7	15,243.96
Lackawanna	17,900	74,721	24.1	567,300.17
Lancaster	5,465	19,469	9.9	132,280.15
Lawrence	5,543	20,678	21.3	179,448.17
Lebanon	1,454	6,201	9.2	39,343.35
Lehigh	6,885	26,007	15.0	204,612.85
Luzerne	28,276	113,228	25.4	933,438.76
Lycoming	3,963	15,049	16.1	111,607.32
McKean	1,178	4,786	8.7	31,442.68
Mercer	4,229	16,463	16.6	129,453.89
Mifflin	1,440	6,475	16.1	43,410.53
Monroe	748	3,222	11.4	17,049.44
Montgomery	3,629	15,577	5.9	105,115.40
Montour	720	3,452	23.8	20,129.85
Northampton	6,182	23,871	14.2	183,941.41
Northumberland	7,814	35,937	28.0	265,676.99
Perry	670	3,121	14.4	17,310.41
Philadelphia	99,916	309,777	15.9	3,376,806.98
Pike	78	343	4.6	1,527.84
Potter	595	2,463	14.1	13,722.18
Schuylkill	13,659	54,992	23.4	397,590.67
Snyder	906	4,598	24.4	26,998.08
Somerset	4,896	21,797	27.0	135,471.92
Sullivan	219	995	13.3	5,859.72
Susquehanna	1,086	4,461	13.2	31,043.24
Tioga	709	3,003	9.4	17,987.16
Union	711	3,395	19.4	19,274.64
Venango	2,853	11,644	18.4	91,084.68
Warren	1,272	5,321	12.8	33,367.31
Washington	7,141	28,027	13.7	188,846.95
Wayne	865	2,959	10.4	19,560.52
Westmoreland	11,933	48,955	16.6	344,445.89
Wyoming	618	2,614	16.8	17,652.50
York	3,676	14,654	8.8	103,815.18
State-wide	-	-	-	18,779.52

* Does not include expenditures for Special Programs or Administration.

TABLE IV

EXPENDITURES FOR DIRECT RELIEF, WORK RELIEF, SPECIAL PROGRAMS AND ADMINISTRATION
SEPTEMBER, 1932 - SEPTEMBER, 1935

Month and Year	Direct Relief	Work Relief	Special Programs	Administration	Total
September, 1932	$ 1,062,303.51	-	-	$ 10,809.26	$ 1,073,112.77
October	2,291,016.53	$ 21,907.03	-	44,624.40	2,357,547.96
November	3,378,053.13	453,543.36	-	58,294.12	3,889,890.61
December	4,715,575.18	793,608.04	-	115,047.45	5,624,230.67
January, 1933	5,477,249.98	466,442.50	-	143,664.56	6,087,357.04
February	6,012,456.90	746,844.77	-	182,355.36	6,941,657.03
March	7,146,385.51	588,237.98	-	210,636.42	7,945,259.91
April	6,375,039.04	469,140.71	-	223,208.77	7,067,388.52
May	7,322,026.53	831,155.24	-	249,334.12	8,402,515.89
June	6,794,142.26	454,235.21	$ 1,110.05	255,830.45	7,505,317.97
July	5,960,716.93	357,417.93	16,501.81	269,825.73	6,604,462.40
August	6,136,148.19	333,988.92	16,050.86	282,333.60	6,768,521.57
September	5,420,309.77	560,105.55	16,660.62	320,247.89	6,317,323.83
October	5,535,859.79	769,455.03	16,488.22	330,848.81	6,652,651.85
November	6,259,156.41	500,638.57	44,222.85	356,888.46	7,160,906.29
December	6,354,065.63	280,051.26	95,935.04	373,023.56	7,103,075.49
January, 1934	6,004,453.98	251,407.16	147,902.00	406,884.98	6,810,648.12
February	6,117,090.37	94,002.93	190,392.12	383,671.52	6,785,156.94
March	7,753,344.99	77,162.27	259,370.66	455,642.48	8,545,520.40
April	6,989,491.47	4,421,122.99	305,797.35	685,909.24	12,402,321.05
May	7,248,967.59	4,030,066.68	265,190.43	777,650.58	12,321,875.28
June	6,820,973.22	4,070,764.89	174,589.00	877,554.64	11,943,881.75
July	7,000,736.76	3,285,119.20	196,584.82	871,466.15	11,353,906.93
August	8,044,549.07	1,919,106.60	414,927.63	897,065.47	11,275,648.77
September	7,753,949.90	468,436.43	366,774.78	893,706.62	9,482,867.73
October	9,262,223.87	992,577.11	825,037.43	1,068,068.84	12,147,907.25
November	9,429,111.28	3,604,126.00	517,347.35	1,096,570.81	14,647,155.44
December	9,558,665.10	6,357,949.52	806,690.38	1,228,984.44	17,592,289.44
January, 1935	11,088,291.17	8,263,342.53	715,827.88	1,473,578.89	21,541,040.47
February	11,201,503.68	7,255,603.62	560,497.23	1,353,977.01	20,371,581.54
March	13,377,239.44	3,201,948.35	587,262.44	1,512,126.95	18,678,577.18
April	14,413,618.81	3,476,007.58	565,737.53	1,575,191.16	20,030,555.08
May	13,574,667.08	3,581,874.04	699,038.28	1,754,726.13	19,610,305.53
June	11,763,668.09	3,085,450.20	476,367.77	1,542,818.41	16,868,304.47
July	13,649,167.88	2,278,020.51	276,730.89	1,686,761.69	17,890,680.97
August	14,024,835.33	307,012.23	425,304.62	1,703,416.29	16,460,568.47
September	13,583,594.94	-	401,546.84	1,378,051.95	15,363,193.73

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PENNSYLVANIA

MONTHLY RELIEF BULLETIN

ECONOMIC STATUS OF RELIEF FAMILIES UNDER THE WORKS PROGRAM SECURITY WAGE *

OTHER SPECIAL FEATURES

SELF-HELP COOPERATIVES, THRIFT GARDEN PROGRAM, BOOK REVIEWS AND ANNOUNCEMENTS

ALSO IN THIS ISSUE

INDUSTRY, RELIEF AND UNEMPLOYMENT
CASE LOAD
EXPENDITURES
DIRECT RELIEF
SPECIAL PROGRAMS
COUNTY AND AREA TRENDS

* SEE TOPIC OF THE MONTH—PAGE 23

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VISION OF RESEARCH AND STATISTICS

NOVEMBER
1935 VOLUME 2
NUMBER 3

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INDUSTRY, RELIEF AND UNEMPLOYMENT

Industry. October employment in Pennsylvania industries was 3.2 per cent greater than in September, according to figures released by the State Department of Labor and Industry. This gain was accompanied by increases of 10.1 per cent in man hours worked and 7.5 per cent in aggregate payrolls.

The largest gains in industrial operations were made in anthracite coal mining, where total wages paid rose by nearly 50 per cent above the previous month. In bituminous coal mining areas there was less of an increase in production because of accumulated stocks of coal on the sidings; nevertheless, total payrolls increased by 8.8 per cent. Payroll increases were also evident in textile manufacturing and in retail trade where the gains were 12.8 per cent and 3.3 per cent, respectively.

Relief. During October there was a net reduction in Pennsylvania's relief load of some 29,000 cases, - 64,700 cases being closed and only 35,000 cases opened. Private employment was responsible for the closing of almost half the cases dropped from relief rolls. It must be noted, however, that an almost equal number of cases were added to relief rolls during the month due to loss of jobs, decreases in earnings, or depleted resources.

Thus the bulk of the net reduction was the result of transfers to the Works Program, the number of cases transferred in October being 16,761 and the cumulative total on October 26 being 19,220. This represented about a fifth of the 100,010 Works Program assignments from relief rolls reported by the W.P.A. Area Statistical Office.

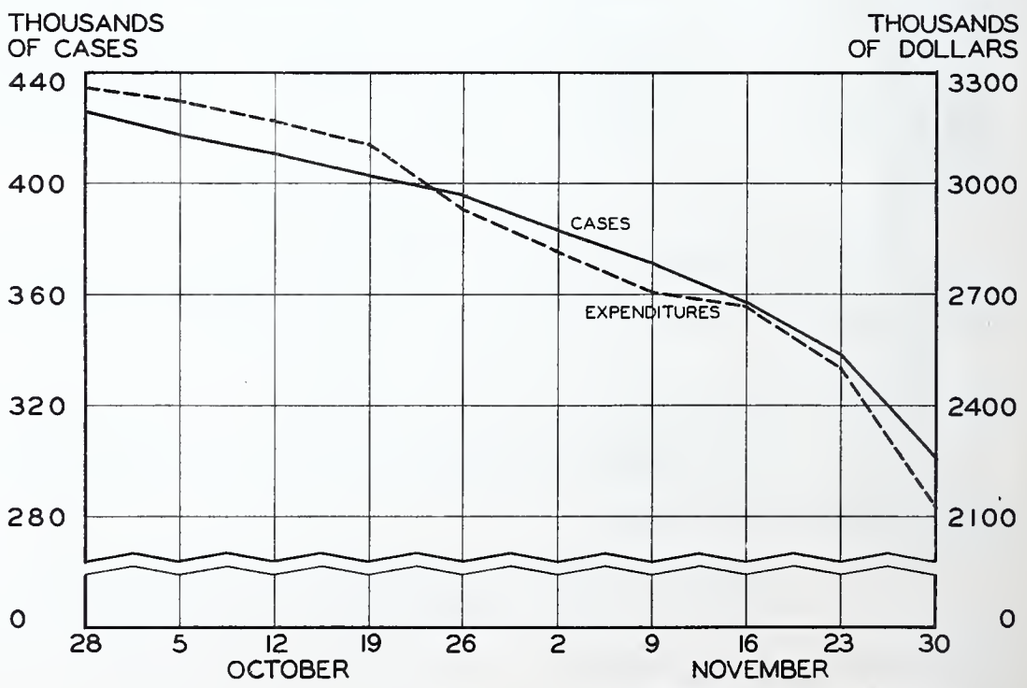
Total October relief expenditures in Pennsylvania amounted to some $15,600,000 which partially or entirely supported about one out of every seven persons in the State, the average number of relief recipients being 1,517,087.

Unemployment. The number of active applications reported by public employment offices in Pennsylvania remained practically unchanged in October. The number of placements in private employment was slightly larger, while the number of placements on the Works Program was about three times what it was in September. The cards of individuals placed on Works Projects were, in October, maintained in the file of active applicants for jobs. Activities in the 13 State Employment and 54 National Reemployment Offices were as follows:

	October	September
Active applications at end of month	1,264,059	1,261,846
Placements during month - total	94,475	28,420
In private industry	4,772	3,827
On Works Program projects	89,703	24,593

RELIEF CASES AND EXPENDITURES
BY WEEKS—SEPTEMBER 28, 1935—NOVEMBER 30, 1935

THE SHARP DECLINE OF RELIEF FIGURES IN OCTOBER AND NOVEMBER, REVERSING THE USUAL SEASONAL TREND, REFLECTS THE GROWING ACTIVITY OF THE WORKS PROGRAM IN ASSUMING THE CARE OF RELIEF RECIPIENTS.



STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA
CHART I

CASE LOAD

Trend of Relief. The downward trend of relief in Pennsylvania which began the first week in September continued at a somewhat more rapid rate in October. Preliminary figures for November and December indicate that the rate of decrease has been sustained and that the number of persons receiving direct relief is steadily being reduced through the shift of the employable case load to the Works Program.

Tables 1 and 2, together with Chart 1, present weekly changes in case load and expenditures. Some of the more important facts indicating trend are readily apparent from these data.

The weekly case load, starting from a total of 425,724 at the end of September, had declined to 300,759 by the end of November, a decrease of almost 30 per cent. This net reduction occurred despite the opening of about 8,500 cases each week.

The number of cases closed each week in September varied between 8,000 and 13,000. In October there were about 16,000 cases closed weekly, and in November from 19,000 to 46,000 cases.

Turnover. At the beginning of October there were 425,724 cases receiving direct relief in Pennsylvania. During the fiscal month, an additional 35,072 cases were opened and 64,734 were closed, leaving a balance of 396,062 active cases at the beginning of November (Table 3). The number of unduplicated cases on the relief rolls during October numbered 440,991, although the average case load was only 406,866.

Of the cases opened, about a fourth were new, i.e., never before on the relief rolls. The remainder were either reopened or recurrent* cases. The

---

* Cases closed and opened within the same month.

TABLE 1

NUMBER OF CASES AND PERSONS RECEIVING RELIEF,
WITH EXPENDITURES AND AVERAGE GRANTS, BY WEEKS
OCTOBER 5 THROUGH DECEMBER 7, 1935*

Week Ending	Cases	Persons	Relief Expenditures**	Average Grant Per Case	Average Grant Per Person
October 5	417,694	1,564,298	$3,223,717.40	7.72	2.06
October 12	410,933	1,535,740	3,170,840.54	7.72	2.06
October 19	402,775	1,499,545	3,108,044.66	7.72	2.07
October 26	396,062	1,468,756	2,929,881.95	7.40	1.99
November 2	383,246	1,412,194	2,813,079.86	7.34	1.99
November 9	371,303	1,358,481	2,704,653.77	7.28	1.99
November 16	357,247	1,300,246	2,668,969.86	7.47	2.05
November 23	338,484	1,222,385	2,502,961.32	7.39	2.05
November 30	300,759	1,066,107	2,126,371.74	7.07	1.99
December 7	271,559	949,776	2,066,669.22	7.61	2.18

TABLE 2

RELIEF APPLICATIONS RECEIVED, CASES OPENED, CASES CLOSED,
AND NET CHANGE IN CASE LOAD, BY WEEKS
OCTOBER 5 THROUGH DECEMBER 7, 1935*

Week Ending	Relief Applications Received	Relief Cases Opened	Relief Cases Closed	Net Change in Case Load
October 5	12,373	8,225	16,255	- 8,030
October 12	12,224	8,413	15,174	- 6,761
October 19	12,979	8,622	16,780	- 8,158
October 26	12,682	9,812	16,525	- 6,713
November 2	11,885	9,636	22,452	- 12,816
November 9	9,962	7,404	19,347	- 11,943
November 16	11,858	7,761	21,817	- 14,056
November 23	14,321	9,392	28,155	- 18,763
November 30	10,730	8,666	46,391	- 37,725
December 7	13,724	8,680	37,880	- 29,200

* November and December figures are preliminary.

** Does not include expenditures for special programs and administration.

following tabulation distributes all opened cases according to the causal factor involved. More than half of the case openings were the result of loss of employment in private industry, while another large group of openings were for the purpose of supplementing income for part-time workers.

Total cases opened		34,909*
Loss of employment		18,429
Works Program	543	
C.C.C.	353	
Other	17,533	
Supplement to earnings		5,269
Works Program	288	
C.C.C.	166	
Other	4,815	
Supplement to unearned income		583
Unclassified		10,628

* Not adjusted to physical count.

While the above cases were being added to relief rolls, a larger group was being removed because of favorable developments in their economic status. New jobs or increased earnings in private employment accounted for more than half of the cases removed from relief rolls.

Total cases closed		64,273*
Private employment - total		35,244
New jobs	27,159	
Increased earnings	8,085	
Receipt of wages under the Works Program		16,761
C.C.C. enrollment		890
Transfers to poor boards		994
Other governmental aid		627
Fraud or misrepresentation		492
Unclassified		9,265

* Not adjusted to physical count.

It would appear, from a comparison of the two tabulations, that some 17,000 more cases were closed than were opened as a result of fluctuations in private employment in October.

TABLE 3

COMPARATIVE SUMMARY OF CASE STATISTICS
OCTOBER AND SEPTEMBER, 1935

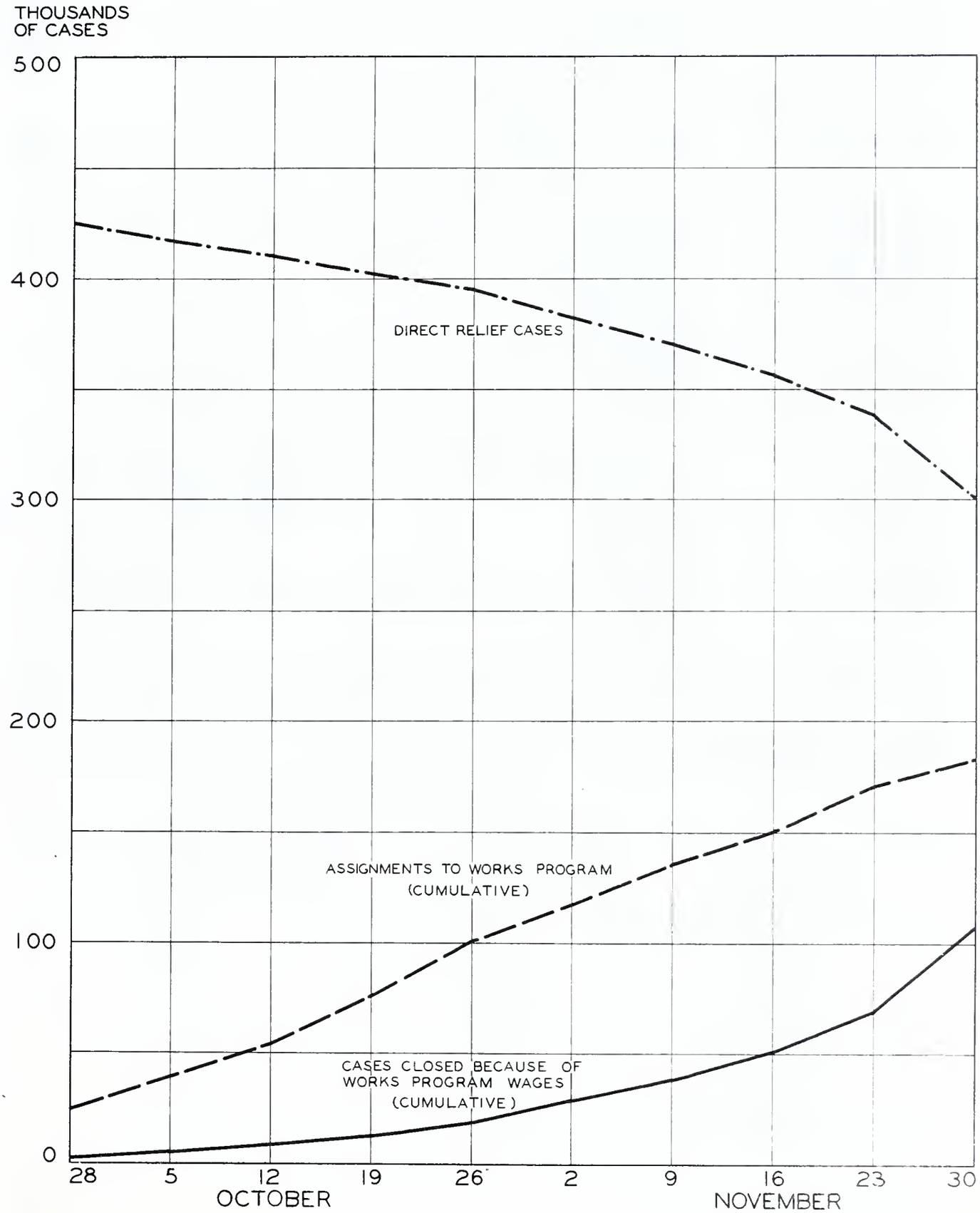
Item	October	September
Number of cases at beginning of month	425,724	434,787
Number of cases at end of month	396,062	425,724
Average number of cases during month	406,866	431,319
Number of different cases during month	440,991	458,599
Total applications received	50,258	44,036
Total cases opened	35,072	34,747
New cases	8,756	8,713
Recurrent cases*	3,731	2,121
Cases previously closed prior to July 1	10,098	13,942
Cases previously closed since July 1	12,487	9,971
Total cases closed	64,734	43,810
Works Program wages	16,761	2,388
Private employment	35,244	29,745
Other	12,729	11,677

Works Program Transfers. At the end of the fiscal month (October 26) the Works Progress Administration Regional Statistical Office reported cumulative placements of 100,010 workers from relief families on various projects throughout the State. These placements represented the attainment of almost a third of the objective of the Works Program in Pennsylvania. On the same date 19,220 cases had been transferred from relief rolls to Works Program payrolls after receipt of first full wages or partial wages sufficient to meet minimum needs. The lag between a wage earner's assignment and his first full pay accounted for the difference in the two totals. Chart 2 shows cumulative placements,

* Cases closed and opened within the same month.

DIRECT RELIEF CASES, ASSIGNMENTS* TO WORKS PROGRAM, AND CASES CLOSED BECAUSE OF WORKS PROGRAM WAGES

SEPTEMBER 28, 1935 – NOVEMBER 30, 1935



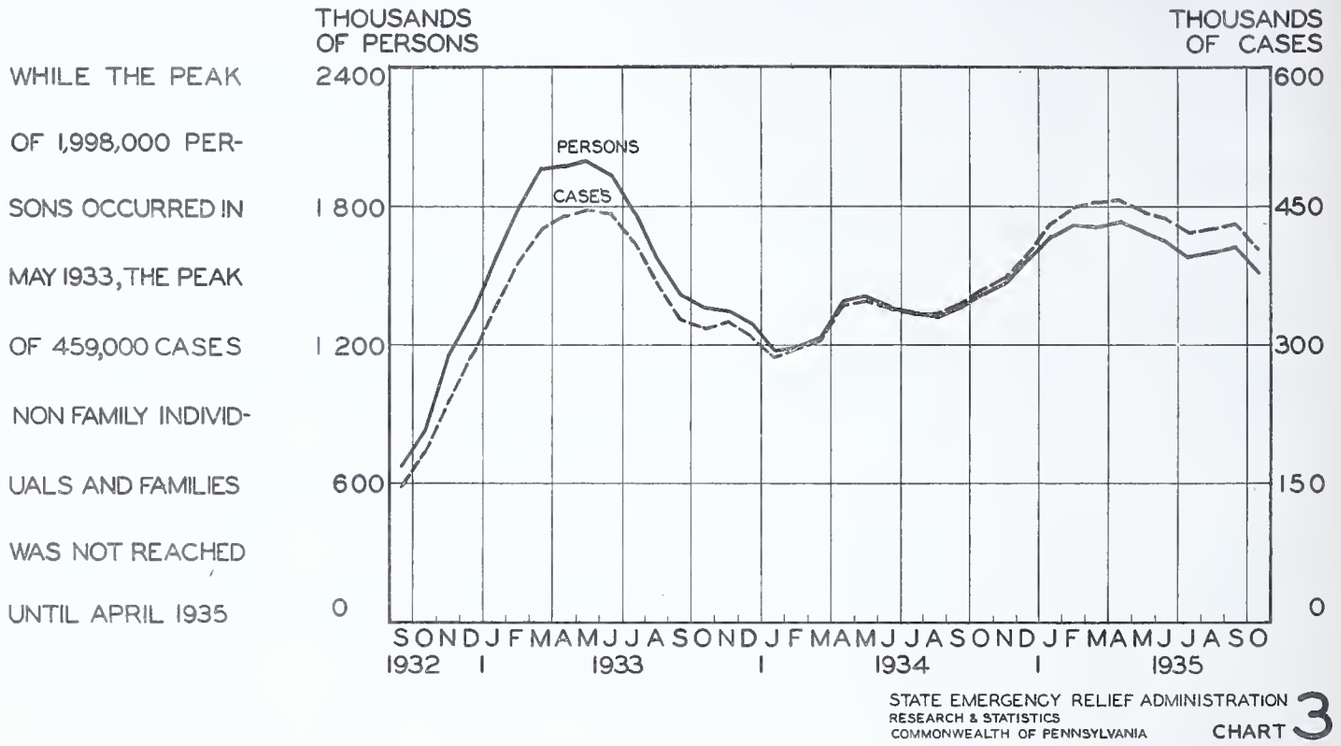
★ NON-RELIEF ASSIGNMENTS EXCLUDED

STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA

CHART 2

AVERAGE NUMBER OF PERSONS AND CASES RECEIVING RELIEF

BY MONTHS—SEPTEMBER 1932—OCTOBER 1935



transfers from relief rolls, and the total number of cases remaining on relief rolls, by weeks, from September 28 through November 30. The total case load is shown in Table 1, and the following tabulation gives supporting data on placements and transfers.

Week Ending	Cumulative Number of: Work Program Placements from Relief Eligibles	Cumulative Number of: Cases Removed from Relief Rolls After Assignment*
To September 28, 1935	24,303	2,459
October 5	39,249	5,496
October 12	54,086	8,846
October 19	75,992	13,096
October 26	100,010	19,220
November 2	118,406	29,622
November 9	136,442	39,522
November 16	150,352	51,640
November 23	171,902	71,242
November 30	183,851	109,938

* Beginning November 25, all cases are transferred 21 days after assignment to a work project. This ruling applied to those who had been assigned 21 days earlier as well as to those assigned after November 25.

TABLE 4

EXPENDITURES FOR UNEMPLOYMENT RELIEF FROM STATE AND FEDERAL FUNDS
OCTOBER AND SEPTEMBER, 1935

Item	October	September
TOTAL 1/	$15,593,657.90	$15,363,193.73
Direct Relief - Total	14,047,498.66	13,583,594.94
Cash 2/	6,209,451.22	5,976,745.58
Food 3/	5,520,374.33	5,641,621.50
Shoes and clothing	1,048,421.09	1,041,552.10
Shelter	476,597.36	455,755.16
Medical care 4/	284,887.23	225,452.82
Fuel	466,608.50	207,174.60
Water and light	41,156.54	35,757.08
Thrift gardens 5/	2.39	- 463.90
Special Programs - Total	215,368.40	401,546.84
Work relief clean-up	25,674.11	82,678.41
Homeless and transients	129,097.82	177,339.74
Emergency education	50,452.23	132,245.78
Veterans' relief	5,230.41	759.98
Commodity purchases and processing	935.53	7,856.41
Other 6/	3,978.30	666.52
Administration	1,330,790.84	1,378,051.95

1/ Does not include direct relief granted by local poor boards, mothers' assistance boards and old age assistance boards, nor work relief contributions by local, State and Federal sponsors of S.E.R.A. work projects.

2/ Direct relief is granted in the form of cash in Philadelphia and Allegheny Counties only.

3/ Does not include value of commodities distributed by Federal Surplus Food Corporation.

4/ Represents value of requisitions passed for payment.

5/ Minus figure reflects cancellations of current and prior commitments in excess of current commitments.

6/ Includes assistance to Child Health Committee, transfer of Federal grants to self-help cooperatives, expenditures for children's camp, and Supervisors Training Program.

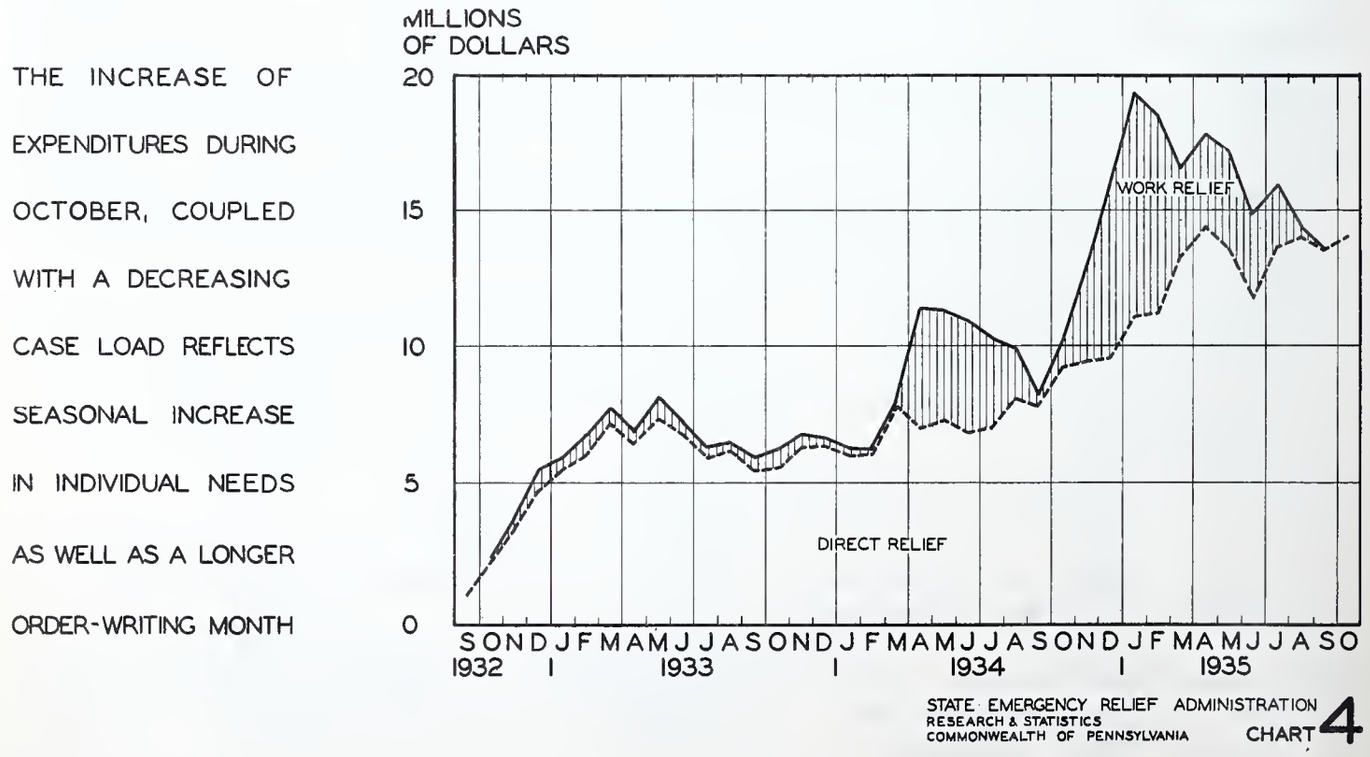
EXPENDITURES

Changes from September to October. Relief expenditures for October exceeded those for September by $230,464.17 (as shown in Table 4), despite the fact that the case load declined 5.7 per cent. However, since October had two more order-writing* days than September, the average amount spent per order-writing day dropped approximately 7 per cent, - being $677,985.13 in October compared with $731,580.65 in September.

Seasonal needs for fuel required the expenditure of $259,433.90 more in October than in September for this program. Greater sums than in the preceding month were also used for the still expanding rent relief program.

Decreased expenditures for work relief clean-up indicated the approaching completion of that task. Similarly, the lower figure for Special Programs re-

EXPENDITURES FOR DIRECT AND WORK RELIEF
BY MONTHS — SEPTEMBER, 1932 – OCTOBER, 1935


THE INCREASE OF EXPENDITURES DURING OCTOBER, COUPLED WITH A DECREASING CASE LOAD REFLECTS SEASONAL INCREASE IN INDIVIDUAL NEEDS AS WELL AS A LONGER ORDER-WRITING MONTH
MILLIONS OF DOLLARS
20
15
10
5
0
WORK RELIEF
DIRECT RELIEF
S O N D J F M A M J J A S O N D J F M A M J J A S O N D J F M A M J J A S O
1932
1933
1934
1935
STATE EMERGENCY RELIEF ADMINISTRATION
RESEARCH & STATISTICS
COMMONWEALTH OF PENNSYLVANIA
CHART 4

* Monday to Friday inclusive.

TABLE 5

VOLUME OF DIRECT RELIEF, BY TYPE
OCTOBER, 1935

Type of Relief	Number of Orders	Quantity
TOTAL	2,863,512	-
Cash (weekly grants)	777,545	-
Food		
Food (weekly orders)	1,067,953	-
Milk (monthly orders)	139,041	5,451,389 quarts
Shoes and Clothing		
Shoe and clothing orders	595,321	-
Shoes repaired	1,871	527 pairs
Fuel		
Bituminous coal	31,276	31,296 tons
Anthracite coal	35,091	34,096 tons
Coke	1,366	1,361 tons
Gas	14,702	-
Wood	586	570 cords
Kerosene and fuel oil	8,555	77,531 gals.
Water and Light (monthly orders)	32,783	-
Shelter (monthly orders)	84,926	-
Medical Care		
Medical orders	30,811	-
Dental orders	9,274	-
Cod liver oil orders	70	70 pints
Surplus Food Products	41,685	763,210 pounds
Roast beef	-	481,144 pounds
Mutton	-	72,738 pounds
Veal	-	76,481 pounds
Butter	-	2,416 pounds
Cheese	-	6,597 pounds
Evaporated milk	-	16,381 pounds
Rice	-	27,088 pounds
Sugar	-	500 pounds
Sauerkraut	-	6,095 pounds
Potatoes	-	73,770 pounds

flects the curtailment in the activities of the Department for Homeless and Transient and the Emergency Education Program, both preparing for transfer to the Works Progress Administration.

October administrative expenditures dropped $47,261.11. In the period from October 5 to November 2, staff personnel was reduced by 614 persons, or 4.4 per cent, while salary expenditures dropped 4.9 per cent.

Following are the percentages of the month's total expenditures accounted for by the major subdivisions of the State Emergency Relief Administration, compared with those for the preceding month:

	Per Cent of Total Expenditures	
	October	September
Total	100.0	100.0
Direct relief	90.1	88.4
Special Programs	1.4	2.6
Administration	8.5	9.0

COUNTY AND AREA TRENDS

General Trends. October changes in the county and area relief loads stand out in distinct contrast to September changes. In September the number of persons receiving relief increased by 1.2 per cent; in October, the number declined by 6.7 per cent. September reports from counties showed a heterogeneous collection of increases and decreases in relief populations throughout the State; October reports showed a consistent State-wide decline, with sixty out of sixty-seven counties reporting decreases in the number of relief recipients.

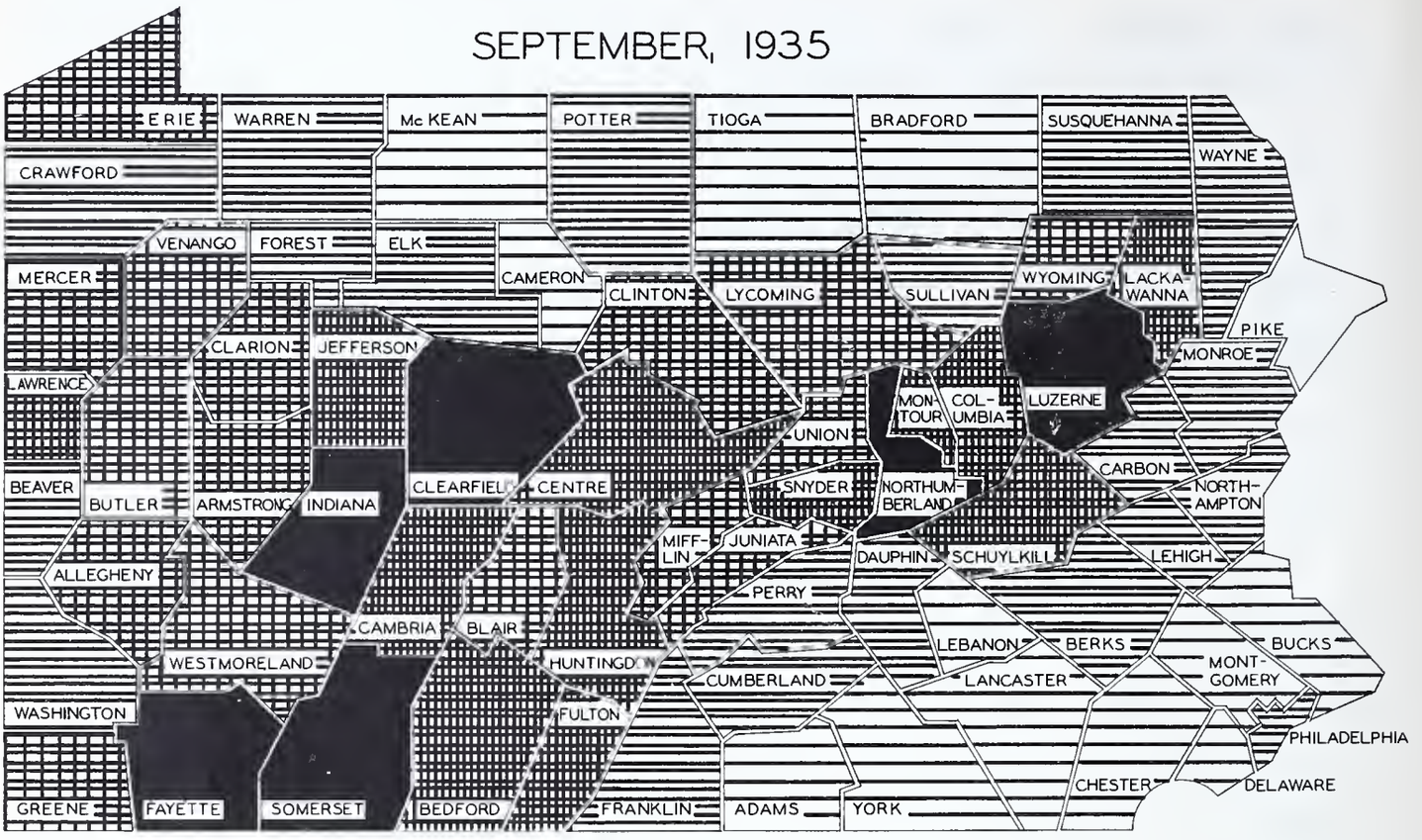
The October status of each county in terms of cases, persons and per cent of population receiving relief, together with expenditures (exclusive of administrative costs) is given in Appendix Table III. Chart 5 shows the proportion of population receiving relief in each county in October, while the cumulative frequency distribution in Table 6 summarizes these proportions.

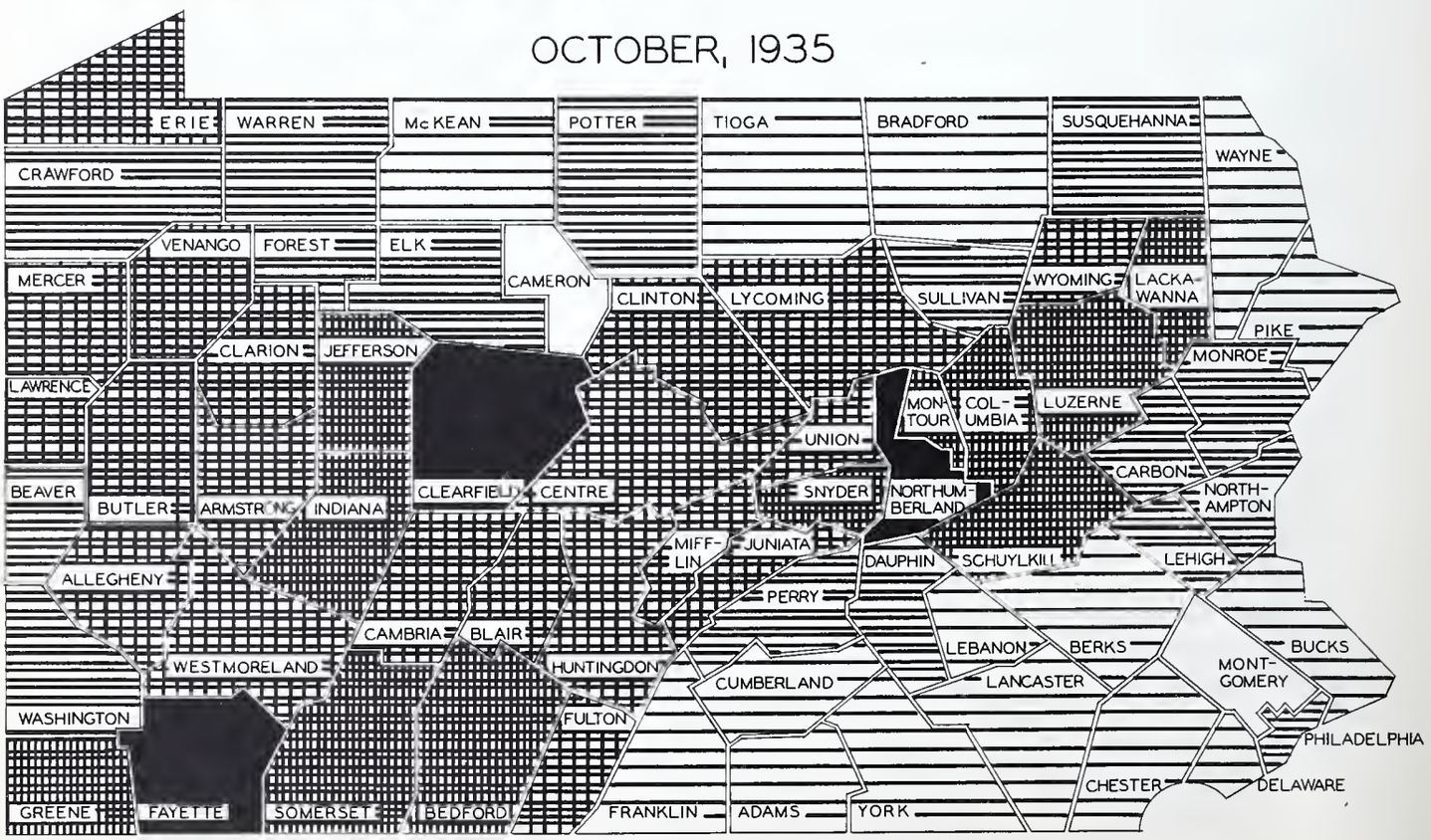
The following tabulation gives in brief form the main shifts occurring in areas of concentrated emergency needs.

NUMBER OF PERSONS RECEIVING RELIEF IN OCTOBER, 1935

District	Average Number of Persons	Per Cent of Population	Per Cent Change from Sept., 1935	Per Cent Change from Oct., 1934
Pennsylvania	1,517,087	15.8	- 6.7	+ 8.1
Philadelphia County	299,869	15.4	- 3.2	+ 11.8
Allegheny County	248,909	18.1	- 5.7	- 7.0
Nine bituminous coal mining counties	217,158	21.2	- 7.3	+ 9.9
Five anthracite coal mining counties	260,280	22.2	- 9.5	+ 19.4

PROPORTIONS OF COUNTY POPULATIONS RECEIVING RELIEF





PER CENT OF POPULATION RECEIVING RELIEF

0.0 – 4.9%	5.0 – 9.9%	10.0–14.9%	15.0–19.9%	20.0–24.9%	25.0% & UP

STATE EMERGENCY RELIEF ADMINISTRATION
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COMMONWEALTH OF PENNSYLVANIA

CHART 5

Philadelphia and Allegheny Counties. In the two metropolitan counties, the percentage decline in relief population was less than the decline for the State as a whole. Philadelphia County, having the largest number of persons on relief rolls, reported a decrease of but 3.2 per cent. Allegheny County, with the second largest number of relief recipients, reported a 5.7 per cent reduction. In Philadelphia County the average number of relief recipients was about 10,000 less in October than it was in September; in Allegheny County, the number was about 15,000 less. In both areas, the bulk of the net decrease was attributable to the Works Program. Cumulative totals of assignments and transfers to the Works Program in each county, as of October 26, are as follows: Philadelphia, 7,500 eligible relief employables assigned and 2,080 cases transferred; Allegheny County, 7,998 assigned and 2,733 transferred.

Coal Mining Counties. The decline in the combined relief populations of nine bituminous coal mining counties amounted to 7.3 per cent, but the rate of reduction was not uniform in each county. Largest decreases were shown in the counties of Cambria (14.4 per cent), Clearfield (15.0 per cent) and Somerset (15.8 per cent). Greene County reported an increase of 23.9 per cent in relief recipients. The remaining counties (Armstrong, Fayette, Indiana, Jefferson and Washington) reported decreases ranging from 1.4 to 7.7 per cent.

Counties in which anthracite coal mining is the predominant industry reported fairly uniform decreases in relief load and the combined relief populations of five counties (Carbon, Lackawanna, Luzerne, Northumberland and Schuylkill) declined by 9.5 per cent. This decrease was much larger than the decrease in the State as a whole.

Other Counties. Decreases of 5 to 7 per cent were reported in the number of relief recipients in the industrial belt comprising Dauphin, Lebanon, Berks

and Lehigh Counties. Blair County, and three counties in the northwest corner of the State - Warren, Erie and Crawford - reported little change. The remainder of the industrial counties in western Pennsylvania reported decreases ranging from 4 to 8 per cent, although Butler County reported a decrease of 15.5 per cent. Agricultural counties showed decreases averaging around eleven per cent. In general, decreases were slightly larger in those agricultural counties in the northern half of the State.

TABLE 6

NUMBER OF COUNTIES HAVING SPECIFIED PERCENTAGES OF THEIR POPULATIONS ON RELIEF ROLLS OCTOBER, SEPTEMBER AND AUGUST, 1935

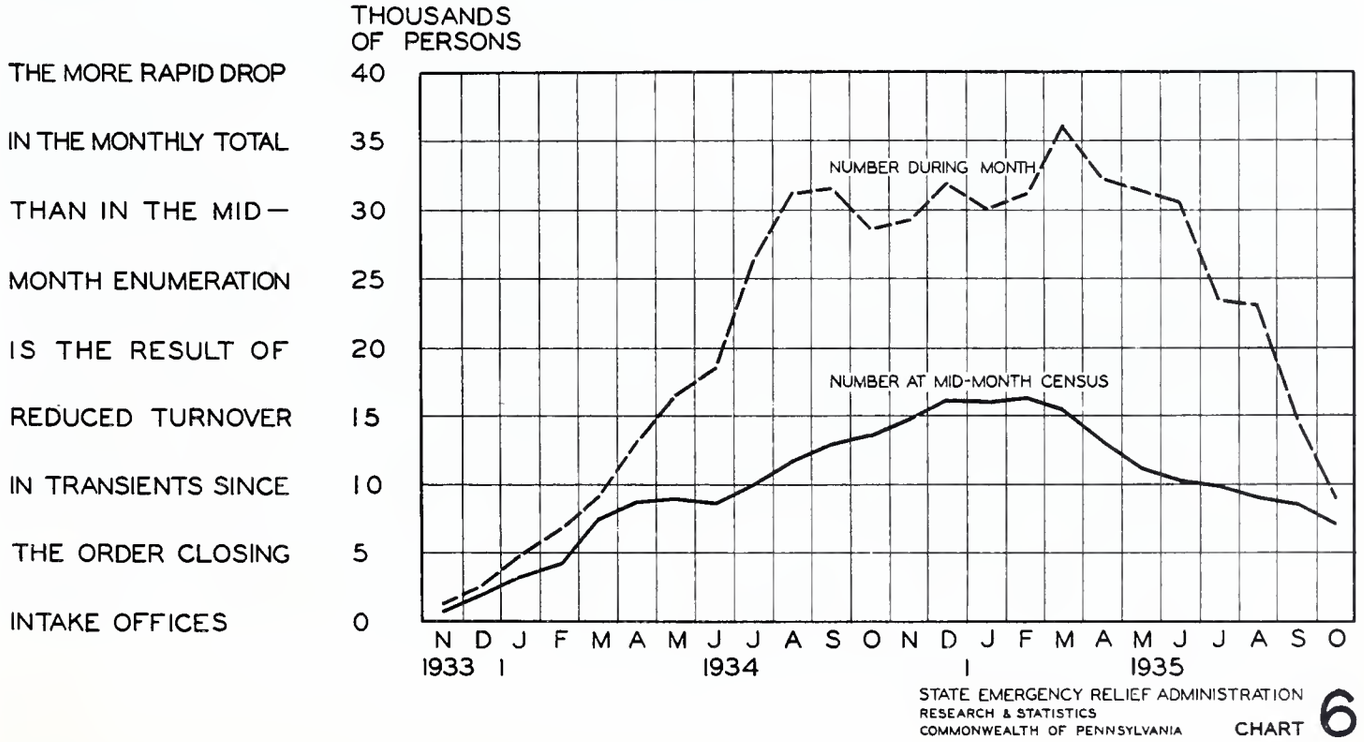
Per Cent of Population on Relief	Number of Counties		
	October	September	August
TOTAL	67	67	67
30 and over	-	1	1
25 and over	3	6	6
20 and over	14	18	20
15 and over	33	36	37
10 and over	50	54	55
5 and over	65	66	67
4 and over	67	67	67

SPECIAL PROGRAMS

Homeless and Transients. Intake centers for homeless and transients have remained closed since September 20. Local homeless persons have been applying for aid at their local relief offices, while the only transients provided for since then are those who had registered prior to that date. The consequent effect upon the Transient Program is noted in Table 7 which shows a sizable drop in the number of cases during the month, as well as a decline in expenditures compared to September.

During October and part of November the Department of Homeless and Transients continued to operate ten camps, three farms and three city shelters. The camps and the administrative staff of the Department were transferred from the State Emergency Relief Administration to the Works Progress Administration on December 2. Two of the city shelters were closed. The third one, with the

NUMBER OF HOMELESS & TRANSIENTS AIDED
BY MONTHS — NOVEMBER, 1933 — OCTOBER, 1935



unemployables lodged there, is being turned over to the city of Philadelphia. The two farms in Allegheny County and one in Philadelphia are to be managed by the relief boards of the respective Counties and used to accommodate local homeless.

TABLE 7

NUMBER OF HOMELESS AND TRANSIENTS RECEIVING AID, AND COST OF PROGRAM
OCTOBER AND SEPTEMBER, 1935

Item	October	September
Number at Mid-monthly Census		
Cases - total	6,044	7,369
Family	407	554
Non-family	5,637	6,815
Persons - total	7,176	8,729
Family	1,539	1,914
Non-family	5,637	6,815
Number During Month		
Cases - total	7,510	12,685
Family	584	911
Non-family	6,926	11,774
Persons - total	9,064	14,937
Family	2,138	3,163
Non-family	6,926	11,774
Expenditures		
Total	$129,097.82	$177,339.74
Relief in kind	96,461.61	128,598.21
Relief in cash	19,910.50	20,340.00
Plant and equipment	12,725.71	28,401.53

Emergency Education. In preparation for the Works Progress Administration's Education Program, most Emergency Education projects were discontinued in October. The number of teachers and pupils participating in various phases of the program and the expenditures for the final weeks are shown in Table 8.

The only phase of the Emergency Education Program which was continued

without interruption through October and November was Vocational Rehabilitation. Table 8 does not include statistics for this activity because it is carried on by means of a separate Federal grant earmarked for this purpose. In October, there were 29 persons working on this project and 87 pupils and trainees were participating. Aggregate expenditures for the month totaled $11,491.44.

TABLE 8

NUMBER OF TEACHERS AND PUPILS AIDED UNDER EMERGENCY EDUCATION PROGRAM, WITH EXPENDITURES, BY TYPE OF PROJECT
OCTOBER, 1935

Type of Project	Teachers Employed	Pupils	Expenditures
TOTAL	473	29,665	$ 35,160.71
Recreation	105	13,598	7,726.95
English, Citizenship and Academic Subjects	192	13,788	14,383.06
Vocational Training and Guidance	47	157	3,649.66
Art, Handicraft and Music	10	773	714.34
Social Science and Workers' Education	7	234	617.40
Nursery Schools and Parent Education	56	669	4,421.64
Miscellaneous	56	446	3,647.66

Veterans' Relief. This program is conducted with State funds. The current appropriation of $375,000.00 for the year ending May 31, 1936, was granted by the 1935 Session of the Legislature. The required amounts are allocated monthly by the State Emergency Relief Board to the Pennsylvania Veterans' Commission which administers the program.

Relief is furnished in the form of orders providing such necessities as

food, milk, rent, fuel and clothing. There are no cash grants, and no provisions for medical attention or gas and electric bills except as such aid may be procured by the auxiliaries of the various veterans' organizations or through local welfare agencies, hospitals or clinics. All relief is given on an emergency basis.

This aid is available to indigent families economically dependent upon disabled veterans with legal residence in Pennsylvania and to families whose last economic support was removed by the death of a Pennsylvania veteran. This includes widows and infant children of veterans while on the waiting list of the Mothers' Assistance Fund; parents of deceased or disabled veterans with no legally responsible relatives able to assist them; single veterans suffering from temporary or permanent disability; and other disabled veterans, with preference shown those who do not receive Federal pensions or insurance.

The purpose of Veterans' Relief is to give temporary alleviation to needy members of the eligible group who are not being aided by any other agency. This supplements other forms of public and private relief without overlapping them. Able-bodied, unemployed veterans are cared for by the local units of the State Emergency Relief Administration, and other families who are under care of local welfare agencies are not aided by Veterans' Relief unless the case is officially transferred by the agency.

TOPIC OF THE MONTH

ECONOMIC STATUS OF RELIEF FAMILIES UNDER THE WORKS PROGRAM SECURITY WAGE

A Survey of 1,630 Philadelphia Relief Families Transferred to Works Program.
By Saya S. Schwartz, Administrative Assistant, Philadelphia County Emergency Relief Administration

Since the inception of the Works Program the County Relief Administrations have been faced with various problems affecting the status and welfare of the relief families in which a person has been given employment under this program. The major difficulties arise either from relief policies which are now in practice and fail to meet the problems, or from situations for which no clear policies have been established.

For instance, the investigator wonders what is to be done in a case where the Works Program job is given not to the head of the family, but to another member, who is not legally responsible for the sole support of the family unit, and who refuses to turn over his entire earnings to the family; or, when a large-size family has to depend on the income from a Works Program wage which is less than the meager relief grant they were receiving before. Under the present policy of refusing supplementation of Works Program wages, the relief family which accepts a Works Program job, paying less than the relief grant, cannot understand why the investigator refused to assist them, when their next door neighbor with a similar income from private employment, and with a smaller family, is being aided by the Relief Administration.

The problems arising from refusal to supplement Works Program wages are most pressing in cases of large-size families. When these families are given employment on Works Program projects, at a salary below their former relief grants, their whole economic status is radically changed. With their direct relief grant, they were provided with only a part of the minimum essentials,

totaling far less than their budgetary needs. Consequently, in order to manage, the family had made special arrangements with the landlord to accept partial payments in lieu of the full rent, or had moved to a smaller house with a lower rent, and had been purchasing clothing, food, and other essentials in limited quantities. Now, after securing Works Program employment, the family often finds that it must adjust itself to a still lower income, despite the fact that in many instances the needs are actually greater, since the job may mean the necessity of obtaining more adequate clothing, and other expenses, for the person who is employed. As the woman in one relief family (husband, wife and five children) expressed it, "I don't know how I would be able to feed them all, especially since the Mister will eat more now that he is working."

In connection with all these various problems, particularly the one involving the policy of non-supplementation, a study was recently made by the Philadelphia County Emergency Relief Administration of the relief persons placed on Works Program projects in that city. The effects of the program throughout the State are indicated by the findings of this sample study. Investigators prepared a schedule for each case assigned to a project, giving information relative to the size of the family; number of employable persons; family's total budget; cash grant; amount of other income, if any; amount of Works Program wage; etc. An analysis of 1,630 of these schedules showed the following.

I. WORKS PROGRAM WAGE SCALE

The majority of the relief persons assigned to Works Program projects were classified as common laborers, with a monthly wage of $60.50. As shown in the following tabulation, 1,318 persons, or approximately four fifths of the cases studied fall in this category. Of the remaining one fifth, the largest group falls in the category of $85.00 a month. Only 19 cases, or approx-

imately one per cent of the total, received a monthly wage of more than $85.00.

NUMBER OF PERSONS ASSIGNED TO WORKS PROGRAM, CLASSIFIED BY MONTHLY WAGE

Amount of Monthly Works Program Wage	Number of Relief Persons	Per Cent
$60.50	1,318	81
65.00	52	3
71.50	15	1
85.00	226	14
Over 85.00	19	1
Total	1,630	100

II. FAMILIES WITH WORKS PROGRAM WAGES SMALLER THAN THE RELIEF GRANT

In 320 cases, or one fifth of the cases studied, the "net" Works Program salary was less than the direct relief grant which these families were receiving prior to assignment. This net Works Program wage represents the wage assigned, less the expenses involved on the job, such as carfare and lunch, which on the average amount to about $2.00 a week.

However, the full extent of the difficulties with which the relief families are faced, when the Works Program employment provides less than their direct relief grant, cannot be fully determined by the comparison of the direct relief grant and Works Program wage only. For instance, there were 18 additional cases in which the Works Program net wage was higher than the relief grant, and still the families suffered a loss in income as a result of the transfer to the Works Program. This was due to the fact that these persons had to relinquish income from odd jobs or part-time employment (with which they had supplemented relief grants) in order to accept the Works Program job. This brought the total number of cases with a loss of income as a result of Works Program employment to 338, or 21 per cent of the total.

A further analysis of these 338 cases shows that the vast majority of

them are large-size families, consisting of five or more persons, with more than one fourth of the total being families of eight or more persons. The average for all the 338 cases in this group is 7.4 persons per family. On the other hand, cases which were benefited by Works Program employment were, in the majority, families of one, two, three or four persons. The distribution, by size of family, of all the 1,630 cases studied, is as follows:

Size of Family	Total Number of Cases	Cases in which Works Program Employment Resulted in Decreased Income
1	388	- -
2	356	- -
3	238	- -
4	205	52 or 25%
5	143	76 or 53%
6	86	51 or 59%
7	94	68 or 72%
8 and over	120	91 or 76%
	1,630	338 or 21%

An analysis of the employability of the adults in these familes shows that in 203 of these cases, the person assigned to the Works Program job was the only employable in the family, and there was no other member who would be available for additional employment. In the others, there were additional employables in the family. Thus, a division of these cases into two groups - those with another employable available for work, and those with no other employables - suggests two different methods by which these families could be aided. To remedy the situation in the first group, an additional member in the family could also be given a Works Program job; while in the second group, the family would have to be assisted by the Relief Administration through a supplementary relief grant.

The following summary shows the problems presented and possible methods

of treatment in the 1,630 cases studied:

	Number of Cases	Per Cent of Total
1. Cases with no problem - income under Works Program is greater than under relief status	1,292	79
2. Problem cases - income under Works Program is less than income under relief status	338	21
a. Cases in which another member in the family is available for additional assignment	135	(8)
b. Cases in which there are no other employables, and which would therefore require supplementary direct relief	203	(13)

III. AMOUNT OF INCOME LOST AS RESULT OF EMPLOYMENT BY WORKS PROJECT

The actual amount by which the income in the 338 families has been reduced as a result of the Works Program assignment is indicated in the table below which shows the distribution of these cases by the amount of deficiency in the income before and after Works Program assignment. Although in more than one half of the cases, the amount of the weekly income lost was less than $3.00, the fact that these cases included mostly large-size families makes the situation more serious than it appears to be. Since under our standards the maximum weekly allowance to a family, regardless of its size, is $18.00, it should be remembered that many of these cases having total weekly budgetary needs of $25.00 to $30.00 or more, were receiving a direct relief grant which represented only 60 to 70 per cent of this amount. Therefore, any further reduction in the income of this group, no matter how slight, is certain to create serious hardships for the family.

AMOUNT OF DECREASE IN WEEKLY INCOME OF 338 FAMILIES AS RESULT OF WORKS PROGRAM EMPLOYMENT

Amount of Decrease in Weekly Income	Number of Cases
Less than $2.00	104
$2.00 and less than $3.00	71
3.00 and less than 4.00	30
4.00 and less than 5.00	40
5.00 and less than 6.00	38
6.00 and less than 7.00	36
7.00 and over	19*
Total	338

* These are large-size families receiving direct relief on a special budgetary basis.

However, these figures do not fully indicate the entire financial loss to these families, since under direct relief they were also assisted from time to time by such means as distribution of surplus food commodities and medical care. These benefits are no longer available to them, under the Works Program.

In general, the effect that this reduction of income has had on these families is best shown by the group of cases of which the following is typical.

The family consists of man, woman, and ten children. Mr. M. and Rocco, son, are the only employable members in the family. Mr. M. was employed on L.W.D. work from October, 1934, to July, 1935. During this time the family's income consisted of the budget deficiency check amounting to $28.50 weekly.

In July, with the termination of L.W.D., the family was transferred to the direct relief rolls, with the maximum relief allowance of $18.00 weekly.

In October, although Mr. M. had priority ranking, his son, Rocco, was placed on a Works Program project at the rate of $60.50

per month. The family is now attempting to adjust its standard of living to meet the security wage of $14.00 per week.

These three radical changes in the family's income within a three-month period, and the difficulties in adjusting the standard of living accordingly, are typical of the majority of these cases. The first change from L.W.D. to direct relief meant a cut in the family's income of more than one third, but this could be accepted as logical by the family, since this cut in income was the result of loss of the job. The second change, however, i.e., the shift from direct relief to employment under the Works Program resulting in a still further reduction, amounting to more than one fifth of the income, could hardly be explained by the investigator, or accepted as reasonable by the family.

In order to compare the direct relief grant, as well as the Works Program wage, with the income which some of these families were accustomed to live on prior to their application for relief, a further examination was made of the case records of 69 families included in these 338 cases. These families were located in the South and Southeast districts, which form a residential section of the city in which the standards of living and income are generally lower than in other sections.

The weekly income in the family was computed as follows: the average earnings were taken from the job of longest duration during the years just prior to application for relief. In addition, any other income in the family during that time was averaged over the period during which the job lasted. For example, if one member earned $20.00 a week for three years prior to the application for relief, and another member had contributed $10.00 a week for one and one half years during that period, the average income was computed at $25.00 a week for those three years.

The following facts were obtained from these 69 case records:

1. With only four exceptions, the person assigned to the job had always been accustomed to earn more than his present Works Program wage. In the four excepted cases the Works Program wage was greater than the amount the person assigned to the job had ever earned in private industry. However, in each of these cases, the major portion of the family's income was usually provided by other members, who are now unemployed. Therefore, the family's present Works Program income is less than its total previous income.

2. In every instance the direct relief grant allotted to the family (ranging from $12.80 to $18.00 per week) represented a reduction from the total amount of income which was available in the family prior to the application for relief.

3. The lowest "pre-relief" total income of any family amounted to $17.00 per week. In this instance, the head of the family died in 1929. He had had factory employment for a number of years, earning between $20.00 and $25.00 per week. After his death, the mother (49 years old) secured work and earned $17.00 per week for two years, supporting her four children, the oldest of whom was 14 years of age. However, she lost this income in 1932 and applied for relief. On the relief rolls, the family never received more than $13.20 per week. The son, now 20 years of age, and never a contributor to the family's income, has been placed on a Works Program project and receives

$12.00 net per week.

4. The highest "pre-relief" income of any family amounted to $74.00 per week. In this family the father had earned an average of $50.00 per week for 15 years prior to 1934, as a construction engineer, while his son had been employed as a crane operator for two and one half years until 1933. They were forced to apply for relief in 1934, and were granted $12.80 per week for a family of four persons. The son is now employed on a Works Program job as a common laborer at $12.00 per week net, and his father remains unemployed.

5. The incomes of the remaining 67 cases studied were distributed between these two extremes - with about one half falling below $28.00 per week, and approximately one half above $28.00 per week. This figure represents the median weekly income for the total group of cases studied.

The economic decline of these families may be seen by comparing this median "pre-relief" income of $28.00 per week, with the cash relief grant of $12.80 to $18.00 per week, and with the present net income of $12.00 per week under the Works Program.

The total number of 69 cases studied can be divided into the following three groups:

1. In 33 cases the person now on the Works Program job had always been the only wage earner and sole supporter of the family. Since every one of these persons was accustomed to earning much more than he is at present, the

problem in these cases may be said to be one of low wages.

2. In about as many cases (32) there were additional wage earners in the family who usually were contributing to the family's income. At present all of these persons are unemployed. The only income in the family now is the Works Program wage of the person placed on the project, who had always been accustomed to earning considerably more than he is at present. The problem in these cases is that of under-employment as well as low wages.

3. The remaining four cases were definitely situations of under-employment, since none of these persons now on the Works Program job had ever earned as much or more than they receive now, and the income in these families had formerly been provided by other persons now unemployed. For instance, two of these persons were youngsters who had never worked before, and the other two were persons who had worked before, but were never considered the chief wage earners in their families. In all four of these cases, however, the total income from the other members of the family was found to have been greater than that now provided by the Works Program.

In conclusion, it should be noted that the above discussion has by no means covered all the varied problems in connection with the Works Program. However, there are certain measures which suggest themselves as possible solutions of major problems, i.e., the inadequacy of the security wage in the case of large-size relief families. These measures may be briefly summarized

as follows:

1. In those families in which there is another available adult employable member, this person could also be given work on a project.
2. The total Works Program income of large families could be increased by giving part-time employment to young persons in the family through the National Youth Administration.
3. In those families in which the only employable member is assigned to the Works Program job, with an income insufficient to meet the budgetary needs of the family, supplementary direct relief could be given.
4. Only members of small-size families need be assigned to W.P.A. projects.
5. In all cases care should be taken that the head of the family, or the person given the priority ranking, is the person assigned to the project.

SELF HELP CO-OPERATIVES

Origin. What one individual cannot achieve alone may often be accomplished by the combined efforts of a group. This truism - recognized by neolithic man and even by ants, bees, and other forms of animal life - has been the basis of cooperation throughout history.

In the present economic crisis, the unemployed have banded together in certain communities to exchange services which yield mutual benefits. Voluntary movements have developed simultaneously in various localities, independently and along diverse lines. Although these are not the first or the most important American cooperatives, they are significant because they represent the genuine desire on the part of the unemployed to aid themselves.

Federal Aid. The Federal Government has encouraged and assisted these groups by granting them funds with which to rent headquarters and to buy materials and equipment. These grants are made directly by the Division of Self-Help Cooperatives of the Federal Emergency Relief Administration to the State Governor, earmarked for the individual Self-Help Cooperative groups. Such funds are in addition to, and entirely independent of, other Federal grants to the State and are not matched or supplemented by State contributions, although valuable aid is rendered by individual citizens in the communities affected.

Differentiation from Similar Groups. The Self-Help Cooperatives with which the Relief Administration is concerned, though participating in several different types of activities, are distinguishable from similar but independent movements which are not linked to the relief problem. These include Consumers' Cooperatives, in which stock-holding members operate a non-profit making business enabling them to buy food and/or clothing below retail prices and to receive a pro rata share in whatever earnings accrue, and Producers' Coopera-

tives, in which farmers or other producers reduce their expenses by pooling their goods to ship them in larger lots at lower rates, or in which the workers themselves own the factory or farm and divide the earnings among themselves.

The Self-Help Cooperatives combine features of both these types without being identical with either. The principal difference is attributable to the fact that membership in the groups assisted by Federal funds is restricted to people on relief rolls. Since they have no money to invest and no goods to sell, it is obvious that they cannot operate strictly Consumers' or Producers' Cooperatives. On the other hand, they do purchase food and clothing (with cash or relief orders) and they have the ability to produce goods needed by themselves and others in a similar predicament. Accordingly, they can barter services for goods, thus benefiting one another without the aid of cash transactions.

About thirty states have one or more Self-Help Cooperatives at the present time. Most of them are found in the Middle West, in regions settled by emigrants from Finland, Sweden and England where the largest and most successful Consumers' Cooperatives in the world are operated.

The two outstanding Self-Help Cooperatives in Pennsylvania (described below) illustrate the different types and the breadth of activities included in this movement.

The Philadelphia Cooperative. The United Consumers' Cooperative of Philadelphia parallels independent Consumers' Cooperatives in that it is a non-profit making, food-distributing business in which stock-holding members receive pro rata shares in whatever earnings accrue.

It caters to an underprivileged group - impoverished negroes of whom a large percentage are "on relief." The management and staff likewise are all

negroes. In fact, the entire organization is the result of the far-sighted and self-sacrificing efforts of a graduate student of Economics who developed this means of helping his people. His management demonstrates what success such organizations can achieve when they are the outgrowth of inspired leadership from within the participating group rather than superimposed by non-participating officials.

The establishment is operated like any regular corner grocery store. Purchases may be paid for with relief checks or cash. Neighborhood trade is attracted by the low prices and the assurance of fair treatment. Everyone is privileged to deal here, but only members share in the financial returns. Non-members become members automatically when sufficient dividends have accumulated to their credit to equal the minimum cost of one share which is $5. Profits are computed and distributed every six months.

This Cooperative received a Federal grant of $6,500 in July, 1935, and in October an additional $6,025. This money is used only for materials and equipment. Salaries, rent and many other items which generally comprise "overhead" are supported by profits of the stor . Farmhands who labor on the little farm where fruits and vegetables are raised for sale in the store take out their earnings in goods from the store, at a minimum rate of 40 cents per hour. Store employees receive cash salaries. This employment enables a number of families who would otherwise be on the relief rolls to be self-supporting. It is estimated that when the expansion effected by means of the new grant has been fully developed, the Cooperative will be supporting 90 families.

At the end of September records showed that the return on every dollar invested in the United Consumers' Cooperative was $2.28. However, this computation was made when the Cooperative had been operating formally (with the aid of the grant) for only three months. Much higher returns are anticipated when the enterprise is fully developed.

In view of the fact that this organization evolved from a social ideal, it is interesting to note that members of the Cooperative meet together for educational purposes. They have outside speakers and discussion groups of high intellectual tone, concerned primarily with the advancement of negroes.

The Westmoreland Cooperative Association. The Westmoreland Cooperative Association is operated in connection with the Federal Subsistence Homestead project located in Westmoreland County. This is the largest settlement of its kind in the State, accomodating 420 families at present, with plans to include 500. All of these families were selected from relief rolls, the majority from Westmoreland but some few from other counties. Their dwellings were erected by the Government. In their cooperative workshops, the homesteaders have built doors, cupboards and furniture for their new homes, and have woven curtains and rugs. Since most of the activities of the community are agricultural, they have had more eatables than they required for immediate consumption. Instead of selling them on the open market and thus competing with independent farmers, they have utilized the facilities provided by their Cooperative Association to dry or can their fruits and vegetables to preserve them for future use. Such activities, made possible by a $6,000 Federal grant in December, 1933, have enabled these people to obtain by their own efforts necessities not otherwise available to them. It is estimated that the return on every dollar invested in this Corporation has averaged $3.10. (This computation does not allow for the value of the labor expended by the participants.)

Other Cooperatives in Pennsylvania. The Clearfield Cooperative Association was to be patterned after the Westmoreland Cooperative Association. However, the homestead project planned for this region never materialized because the soil of the site selected was found to be submarginal. Nevertheless, the borough of Irvona (a mining community industrially stranded save for the opera-

tions of a small brick plant) has been making good use of its $5,000 Federal grant received in December, 1933. Membership in the Cooperative is comprised entirely of coal miners who were badly in need of clothing and other necessities. Their woodworking and weaving establishments are supplying many articles which are not provided by the Relief Administration yet are important for healthful living.* The homespun they are weaving is so attractive and well made that outsiders have expressed the wish to place orders for it. However, this is not permitted. No Federal ordinance, but merely a "gentlemen's agreement," forbids such competition with private industry.** All goods made here are for the consumption of the participating natives. Hence, the activities of this group are not expected to expand, for as time passes most of their needs will be satisfied.

The Media Barter Exchange, which is the only other Pennsylvania cooperative now active, was an experiment that is about to be abandoned after operating for a year and a half with Federal aid. Their aim was to barter services only, without providing any means of converting skills into goods for consumption or exchange. For example, a house painter would paint a dentist's house in exchange for dental service. But during the next several years the house would need no more of the painter's services, while he and his family might require continuous care from the dentist. Thus, an exchange of services unsupplemented by other forms of negotiation (coins or commodities) proved quite impractical.

Although the cooperatives differ considerably from one another, a principle common to all is that each member receives goods or services in exact proportion to the amount of work done (representing the investment made). The

* For example, six children were sleeping together in one bed in a house which had plenty of floor space but lacked beds and extra blankets.

** For similar reasons, a survey was made in Philadelphia before Federal funds were granted to the United Consumers' Cooperative, to be sure that no local, private business would be harmed by or object to the plan.

only exception is that there are a few auxiliary members with special training - lawyers, public accountants, and doctors - who give their services free of charge, without any type of remuneration, to regular members of the cooperatives.

Whenever teachers are required (for instance, to initiate weaving activities), they are supplied by the Emergency Education staff, since no money given by Federal grants to the Self-Help Cooperatives may be used for salaries.

Evaluation. With the exception of employees receiving salaries (such as the help in the Philadelphia store), members of cooperatives continue to receive regular relief. The articles which they make for themselves in the cooperative workshops are supplementary to the aid given them by the State Emergency Relief Administration.

The chief value of the Self-Help Cooperatives lies in the fact that they have provided a means whereby needy people can help themselves to obtain many necessities which would otherwise be inaccessible to them.

While the cooperatives are not operated as money-making institutions, the successful groups do achieve noteworthy returns on the funds invested in them. In a report on Self-Help Cooperatives throughout the country issued in August, 1934, it was stated that "for every dollar of the Government's money that the cooperatives spent their reports show that they gave their members anywhere from 42 cents to $13.10 worth of goods and services - $2.25 on an average."*

The future of the Self-Help Cooperatives now hangs in the balance. Their worth has been demonstrated, but their expansion depends upon the available labor supply and the needs of those who remain unemployed after the new Works Program is in full swing.

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* Self-Help Cooperatives: An Introductory Study issued by Division of Self-Help Cooperatives, Federal Emergency Relief Administration, Washington, D.C.

THE THRIFT GARDEN PROGRAM

Final stages in cleaning up the 1935 Thrift Garden Program were reached in October. A month by month summary for the growing season reveals that the value of the yield in June alone exceeded expenditures for the entire year ($350,344.20).

Month	Number of Gardens Issued Supplies	Retail Value of Yield	Average Value of Yield per Garden
June	215,892	$ 379,425.40	$ 1.76
July	215,507	1,877,047.60	8.71
August	215,309	2,779,268.80	12.91
September	215,331	2,898,284.50	13.46
	Total	$7,934,026.30	

Outlay for supervision, including transportation and instruction, totaled $72,665.91 for the year. Material expenditures amounted to $277,678.29 and included seed, fertilizer, lime, insectide, plants, preparation of land, equipment, transportation of materials, and bus transportation for workers on community garden tracts of urban areas.

While the average cost per garden was only $1.62, the average yield per garden amounted to $36.78. These figures, of course, do not include the value of the labor utilized to raise these crops. Working in the gardens this season were 423,452 adults and children from approximately 215,728 families on the relief rolls. Eligibility to participate was governed by the same rules as applied to Direct Relief. All yield became the property of the gardeners.

A comparison with the 1934 program shows that in 1935 the number of gardens was greater by 32,379, and the average yield per garden rose $11.46.

COMPARATIVE SUMMARY OF THE STATE-WIDE THRIFT GARDEN PROGRAMS

	1935	1934
Number of gardens	215,728	183,349
Retail value of yield	$7,934,026.30	$4,554,083.88
Average retail value of yield, per garden	$36.78	$25.32
Cost of materials and supervision	$350,344.20	$306,490.23
Materials, per garden	1.29	1.37
Supervision, per garden	.33	.30
Total cost per garden	1.62	1.67

The improved results may be attributed in part to the fact that this was an excellent growing season in Pennsylvania, and in part to changes in the procedure of administering the program. In former years, the individual counties or administrative areas received cash allotments with which they purchased materials, but this year supplies were purchased centrally through the Procurement and Distribution Department at S.E.R.A. headquarters. Supervisors for the county gardens were provided on the administrative payroll of the S.E.R.A., whereas the 1934 program had been conducted by supervisors on a Works Division project.

The largest number of gardens in any single county were located in Allegheny (29,705). The average cost per garden there was $.98, while the average retail value of the yield was $40.04. Other counties which participated most actively in the program were Fayette, with 13,974 gardens costing, on an average, $1.70 each and yielding crops whose retail value amounted to $52.35; and Westmoreland, with 12,200 gardens whose average cost was $1.44 and yield, $58.63. Average costs were generally higher in the counties with fewer gardens because of the expenses for travel and supervision.

The gardens covered about 19,972 acres. Total yield was as follows:

Crop	Quantity
Tomatoes	832,824 bu.
Peppers	226,117 bu.
Cabbages	655,925 bu.
Beans	622,925 bu.
Beets	9,473,720 bunches of 8
Carrots	6,619,420 bunches of 8
Cucumbers	306,447 bu.
Turnips	186,237 bu.
Parsnips	82,202 bu.
Radishes	6,307,560 bunches of 8
Swiss Chard	303,155 bu.
Lettuce	456,526 bu.
Squash	263,252 bu.
Onions	302,057 bu.
Corn	775,936 bu.
Endive	170,346 bu.
Lima Beans	170,221 bu.

The seeds and plants were selected to provide those foods most commonly lacking in the diet of unemployed families, as well as those varieties most easily grown by inexperienced gardeners.

Considerable credit for the success of the program is due local organizations in various counties which provided land, clerical work and other forms of cooperation.

BOOK REVIEW DEPARTMENT

"Employment Research: An Introduction to the McGill Programme of Research in the Social Sciences" by Leonard C. Marsh, Director of Social Research, McGill University. Published by Oxford University Press, Toronto. 344 pp. $3.00

The author, in his foreword, sets forth a three-fold purpose for this volume: (1) to describe the thirty-two studies in the field of employment and unemployment being undertaken by McGill University; (2) to review the problem of unemployment in the large, prefaced by a discussion of "the character and objectives of social science research in general"; and (3) to present some source material on Canadian employment and unemployment. The second part of the objective is the central theme throughout, and one finishes reading the book with the impression that the other two portions of the objective were merely incidental. The tables of source material, particularly, are not related to the text in any way.

The discussion of employment and unemployment is aptly described by the author as a "review of the main features" and as "a statement of the unemployment problem in the large." The broad general treatment of the subject makes this book valuable as a text for students and others entering the study of employment and unemployment for the first time.

The studies being undertaken by McGill University are probably not presented to their best advantage by this book. Various phases of the unemployment problem are depicted in very broad terms as a setting for each of the thirty-two studies. As a result the reader gets very little insight into the delimitations or boundaries of the proposed field of inquiry for each of the studies. In this reviewer's opinion, the book would have been greatly strengthened by limiting it to the general presentation of the problem of unemployment and leaving for separate publication the description of the studies, which could then have been developed more completely.

E.H.W.

* * *

"Civilization and the Unemployed" by A. M. Cameron Student Christian Movement Press, London. 152 pp.

In the year 1927 there was initiated at Lincoln, England, an experimental effort to help the unemployed, the results of which may now, in its seventh year, be evaluated. This has been done in a brief volume written by a woman who was intimately associated with the undertaking from the start.

The writer gives a searching analysis of the effects of unemployment on the worker. She pictures the progressive effects of malnutrition due to the inadequacy of the dole; the gradual deterioration of clothes, house, furnishings; the lack of incentives to refinement, the inevitable irritability, loss

of self confidence, self respect, courage; and finally the loss of the special skill which has been the bulwark and pride of the worker. She describes the various phases of anger, despair, apathy which overtake the unemployed ending in that final stage of "debility" which we term "unemployable," but which is pathological and foreign to the real nature of the man.

"The misery of the unemployed person is ..... not so much a reaction against positive hardships as against the absence of all opportunity to exercise his capacities and tastes." With most people the exercise of intelligence is dependent on physical activity - workers "think with their hands." This is why schemes for intellectual occupation alone are useless. The failure of many of the efforts to mitigate the lot of the unemployed are due to the assumption that they are normal people. A person long unemployed can not be quickly restored. Nor can he be helped by compulsion, by the raising of fantastic hopes, or by anyone whose attitude is unsympathetic.

The Lincoln Experiment was undertaken with a group who had been so long unemployed that most of them had reached the "unemployable" stage and had been dubbed "hopeless" by everyone who had tried to work with them. The first step was the renovation of a hopelessly dreary "rest room." The second was a dramatic presentation - the trial scene from "Pickwick Papers," which roused the men from their apathy and which was enjoyed by the whole neighborhood. The local Director of Education then offered the use of the school workshops with the services of an instructor in the evenings.

At this point the idea of community service through the making of various comforts for the old people and invalids in the workhouse was introduced and met with an eager response from the men. This and other similar projects were carried through. Nevertheless, the writer says, <u>the first year was a record of continual failure</u>.

"Again and again they would agree heartily to do something or to meet at a certain time, and fail when the time came. This was not so much that they had changed their minds, though they sometimes said so when challenged, but that their 'minds' had changed of themselves in the interval and dissolved the resolution unknown to their owners ... If there is nervous weakness and want of practice in making decisions or taking any action, (the) almost mechanical process which makes action easy for the rest of us does not occur ..."

With infinite patience the persons responsible for the work, themselves all employed in the daytime, worked with the individuals concerned until, by the end of the first year, a nucleus of restored, reliable workers had been built up. From this time on the work grew progressively easier, the unemployed themselves assuming more and more responsibility for the various activities of the "Peoples Service Club."

During the next two years boot and shoe repairing was added to wood working. Women joined the movement and classes were added in dressmaking. Many types of service were undertaken, such as the making of Christmas toys for the children in institutions.

By 1930 the demand for increased facilities led to the opening of workshops for daytime use. All financing was by private subscription as it was felt to be imperative that there should be no drain on the slender resources of the unemployed. It was found necessary, also, to have a paid superintendent in each shop to coordinate and plan the work and keep a friendly eye on new members. Otherwise the Club was largely self governing.

Public service continued to be the keynote, as it had proved to be the most potent motive force, but a certain a-

mount of work for the unemployed themselves helped to brighten up homes and improve personal appearance. In the women's dressmaking classes such smart children's clothes were turned out that one child was asked by her teacher how she could afford to dress so well. Various enterprises were initiated by the planning committee of the Club and entirely managed by the unemployed, one of which was the equiping of a nursery school to which two members gave full time. When playground equipment was needed in a mining village, Club members visited, made friends with the miners and built the apparatus. A day club was started for unemployed boys for which the members of the Club took full responsibility, teaching simple crafts. A country bungalow for women and children was outfitted with artistic furniture designed by Club members. The Club now embraced many activities both educational and recreational, including lectures, music and drama.

During the fifth year, a shop for engineering and iron work was opened to enable skilled workers to maintain their proficiency. Here uses for scrap iron were improvised and a number of inventions were worked out.

Throughout the book the writer makes it evident that <u>such a project is not intended and never can be a substitute for employment</u>, but that it is rather, first, a means of maintaining morale and skills, secondly, of calling forth latent capacities and giving opportunity for a more abundant life.

Nor is there the least danger that such a club will prove a counter attraction to real employment. "Experience shows that they (the members) are perfectly ready to transfer their energy and initiative to the sterner field of ordinary industry and that they are better able to cope with its difficulties and opportunities."

That such developments as the Lincoln Experiment are quite possible in this country would seem to be indicated by the achievements of certain unemployed groups and the success of various community projects initiated for them, notable among which is the Negro Community Center in Pottsville. That any such undertakings must be financed by public funds seems obvious in view of the scarcity of private resources for existing community projects. That if properly motivated and managed they would pay back to the State incalculable dividends appears certain.

B.J.P.

* * *

"Public Works in Prosperity and Depression" by Arthur D. Gayer
National Bureau of Economic Research, New York City.
484 pp., 100 tables, 3 charts. $3.00

The full title of Dr. Gayer's work, "Public Works in Prosperity and Depression, and their Utilization as an Agency of Economic Stabilization" gives immediately an idea of both the scope and the orientation of this latest and undoubtedly most thorough-going study of the economics of public works.

Arthur D. Gayer was a research associate of the National Bureau of Economic Research during 1930 and 1931; during 1933 and 1934 he was a research economist for the P.W.A. The wealth of detail and fact with which he documents his discussion is thus the outgrowth of four years intensive study of and con-

tact with the practical problems involved in the construction of public and semi-public improvements.

The essence of his problem is: to what extent can a flexible public works program serve to offset the effects of depression by being timed to furnish employment and a market for materials at strategic intervals in the business cycle? He does not give a direct answer, for it is not a problem that can be answered in the affirmative or the negative. As he says in his conclusion, "One's evaluation of a policy of flexible public works as an agency of economic stabilization depends in the last analysis upon the theory one holds of the fundamental nature of the business cycle and the effectiveness of 'artificial' correctives of it under a system of more or less freely competitive enterprise." (p.401)

His constant revelation of the limitations inhering the planning of public works - his catalogue is never exhaustive - leads one to suspect that he is sceptical of the possibilities. But on the other hand, he defends the accomplishments of the Federal Government in recent years, and says that had more portfolios of plans been available - local and national - much more could have been accomplished. With reference to the latter point of view he draws extensively upon the supplement to the 2nd report of the Pennsylvania State Emergency Relief Board, written by W. N. Loucks and dealing with measures for the forward planning of public works.

Dr. Gayer builds his analysis of public works in the United States about the framework of the following chapters: the scope, volume, distribution and fluctuation of public works from 1919 through 1934; an analysis of some estimates of total public and private construction - 1923-1933; Federal construction expenditures from 1920 to 1933; the Federal Emergency program; the construction expenditures of state governments; of selected city governments; of New York City; roadbuilding; Federal financing of public works; local financing (state and municipal); seasonal variation in public construction; the development of a planned public works policy in the light of recent experience; and finally, some basic problems of theory.

Public construction is, naturally enough, an odd assortment of those improvements which particular groups of people have conceived to be the field of common endeavor, not encroaching on the field of private initiative. The assortment in this country differs materially from the assortment in other countries. Doubtless public works of the future will differ quite definitely from public works of the past in the United States

The following table, based on estimates of total public and private construction, gives an indication of the place of construction in the national economy, and the relationship between public and private construction. (p. 23)

Year	Public Construction	Total Construction
	(in millions of dollars)	
1923	2,123	9,587
1924	2,652	10,769
1925	2,812	12,295
1926	2,974	12,578
1927	3,706	12,924
1928	3,631	13,019
1929	3,555	12,279
1930	3,632	10,208
1931	3,067	7,592
1932	2,004	4,068
1933	1,300	2,777

Two curves, closely paralleling each other, are apparent from these figures. Is it possible to time the curve of public construction to run inversely with the curve of business activity - or, more specifically, of private enterprise in construction? And if it is possible, will such a proced-

ure serve as a stabilizing factor in our economic life?

Prior to the depression, about half of all public construction expenditures were made by municipal governments; about a quarter by county governments; about 15 per cent by state governments; and 10 per cent by the Federal Government. "By 1933, however, this last percentage had risen to nearly 40, owing to greatly increased Federal outlays and the concurrent drastic decline in local expenditures..." (p. 26)

Public construction activities of local governments reached a peak in 1928. Thereafter they declined, as a result first of the business boom (high interest rates) and later of depression. It is commonly accepted that the crux of the problem is to be found in this decline of municipal construction. State governments, as the author points out, are limited in the types of public improvements they can undertake. The national government can do much by way of stimulating public construction. But the bulk of public works must necessarily arise out of the needs of real estate, which is primarily the field of local government.

The continuing difficulty of expanding public works in hard times in American cities arises out of the fact that real estate is, bag and baggage, a major contributor to and victim of that set of uncontrolled and often violent forces collectively known as the business cycle. Building a "master plan of public improvements" for a city is a ticklish enough job as it is, in view of the mess of land usage that exists in most of them. Each segment of the plan, moreover, is subject to the whims and fancies of affected property owners; and the whole is at the mercy of taxing system, bonding power, and political expediency. To hope to set up a flexible program, out of a thousand or more of such community plans seems to the reviewer rather sanguine.

S.K.

* * *

ANNOUNCEMENTS OF NEW PUBLICATIONS

Administration of Public Employment Offices and Unemployment Insurance: Canada by Industrial Relations Counselors, Inc., France by A. Gilbert, Sweden by K. Bergstrom and Associates, Switzerland by Dr. F. Mangold. Industrial Relations Counselors, Inc., New York City. 397 pp. $3.50 (The third in a series of studies on the administrative aspect of public employment services and unemployment insurance in various countries, describing the administration of public employment offices in Sweden and Canada and of both employment offices and unemployment insurance in France and Switzerland.)

Government by Merit: An Analysis of the Problem of Government Personnel by Lucius Wilmerding, Jr., Assistant to the Director of Research, Commission of Inquiry on Public Service Personnel. McGraw-Hill Book Company, Inc., New York City. 294 pp. $3.00 (A presentation of facts and opinions regarding personnel in the administrative, executive and technical services of national, state and local governments, and a program of constructive recommendations.)

Law of Guardian and Ward by Hasseltine Byrd Taylor. Social Service Monograph,

Number 35, The University of Chicago Press. 194 pp. $1.50 (A survey of the history of such legislation; summaries of present statutes; and proposals for uniform and improved standards.)

Industrial Relations in the San Francisco Building Trades by Frederick L. Ryan. University of Oklahoma Press, Norman, Oklahoma. 241 pp. $3.00 (A study of their development from 1849 to 1935.)

Labor in Modern Industrial Society by Norman J. Ware. D. C. Heath & Company, Boston. 561 pp. $3.48 (Written from the standpoint of labor.)

Britain in Depression. Pitman Publishing Company, New York City. $3.00 (A record of British industries since 1929, prepared by a research committee of the British Association.)

Farewell to Poverty by Maurice Parmelee. John Wiley & Sons, New York City. $3.50 (A critique of capitalism and the advantages of a planned economic system.)

Social Planning for Canada by the Research Committee of the League for Social Reconstruction. Thomas Nelson & Sons, New York City. $3.75 (A presentation of the Socialist case and its application to the Canadian economy.)

Income and Economic Progress by Harold G. Moulton. The Brookings Institution, Washington, D. C. $2.00 (This is the fourth volume, preceded by "America's Capacity to Produce," "America's Capacity to Consume," and "Formation of Capital," dealing with an analysis of the distribution of wealth and income in relation to economic progress.)

The Open Door at Home by Charles A. Beard. The Macmillan Company, New York City. $3.00 (Advocating a new form of nationalism in which we concentrate on national planning divorced from international trade.)

World Economic Survey: 1934-35. Publications Department, League of Nations, Geneva. 310 pp. $1.50 (in wrappers); $2.00 (in cloth). (A review of economic events from August, 1934, through July, 1935.)

Public Ill Health by C. C. McNally, Victor Gollancz, Ltd., London. 224 pp. (The author discusses the evidence regarding the wide-spread malnutrition that he believes exists in England as a result of the depression, with special reference to the official reports which have stated that unemployment has had scarcely perceptible effects on the national health.)

Outlook upon the Future of British Unemployed, Mental Patients, and Others by Nathan Israeli. Science Printing Press, Lancaster, Pennsylvania. (A study of psychological test results.)

Recent Social Trends in the United States by the President's Research Committee on Recent Social Trends. McGraw-Hill Book Company, New York City. 1,568 pp. $6.00 (A new one-volume edition.)

Regional Shifts in the Bituminous Coal Industry with Special Reference to Pennsylvania by Wilbert G. Fritz and Theodore A. Veenstra. Bureau of Business Research, University of Pittsburgh. 200 pp., 59 tables, 24 maps and charts. $2.00 (Changes in marketing since 1915; problems caused by instability of the industry, and essentials of a national policy.)

Report of the Director. International

Labour Office, Geneva. (Obtainable from 734 Jackson Place, Washington, D. C.) 91 pp. 50¢ (Recovery, employment, remedies for unemployment, including insurance and relief, hours of work, financial policy, public works, organization of industry, international organization; and discussion of future tasks.

Man and Machine edited by Hubert Williams. George Routledge & Sons, London. 207 pp, tables. 6s (Dealing with "Those Who Control the Machine," "Those Whom the Machine Controls," and "Observers" including the views of the trade unions and the economists.

The Negro Wage Earner of New Jersey: A Study of Occupational Trends in New Jersey, of the Effect of Unequal Racial Distribution in the Occupations and of the Implications for Education and Guidance by E. E. Hall. Rutgers University School of Education, New Brunswick. 115 pp.

Suggested State Legislation for Social Security. American Public Welfare Association, Chicago. 32 pp., charts. 25¢. (Suggestions regarding administrative organization, old-age assistance, aid to the needy blind, and aid to dependent children; also summaries of provisions of the Federal Social Security Act relating to Federal grants to states and unemployment compensation.)

Consumers, Credit and Productive Cooperation in 1933. Bulletin #612, Bureau of Labor Statistics. Government Printing Office, Washington, D. C. 80 pp. 10¢ (Review of developments, 1929 to 1933; consumers' organizations, credit and banking societies, and workers' productive associations.)

Bibliography: Legislation for Old Age Security. Prepared by Industrial Relations Section, Princeton University, Princeton, N. J.

Federal Student Aid Program. Bulletin 1935, #14, Office of Education, Government Printing Office, Washington, D. C. 39 pp. (Gives institutions participating in program, form of organization to administer program, assurance of need of students receiving Federal aid, use of Federal money by students, special provisions for students to live cheaply, cost of living for students.)

Medical Social Work by Harriet M. Bartlett. The American Association of Medical Social Workers, Chicago. 223 pp. $1.00 (Current aims and methods in connection with full social study and treatment of cases.)

American Primers for both youths and adults, published by the University of Chicago Press, Chicago. 25¢ each. Youth in the Depression by Kingsley Davis, Department of Sociology, Smith College. (In Russia, in Germany, in the United States with its Federal Transient Relief Division, the C.C.C., the Student Aid Program, and the National Youth Administration.) -- Money by Marc Rose, Editor of "Business Week," and Roman L. Horne. (Its history; banking systems; gold and silver standards; present monetary situation) -- The Farm Business by Roman L. Horne, formerly a member of Department of Economics, University of Buffalo, now with the A.A.A., Washington. (Curtailment of production; relationships between selling and buying, farm and city. Effect of war, machines, tariff, government help, processing taxes.) -- Friends or Enemies by Julius W. Pratt, Professor of History, University of Buffalo. (Contemporary efforts to prevent wars; principles for which the United States has fought in the past; our present foreign policy.) -- Crime by Nathaniel Cantor, Professor of Criminology, University of Buffalo; Chairman of Committee on Criminal Law of the A-

merican Prison Association; member of the New York State Bar. (How criminals are developed; their emotions, homes, schools, recreations. New attitudes toward crime; treatment of abnormal criminals; crime prevention.) -- Strikes by Joseph H. Senturia, formerly member of faculty of Washington University, and Assistant Editor of the "Encyclopaedia of the Social Sciences." (National and company unions, collective bargaining; Section 7a; closed and open shop; relation of strikes to recovery, to the Government; costs to workers, employers, and the public. Possible solutions to their problems.) -- Business and Government by John C. Crighton and Joseph H. Senturia. (Reasons for Government regulation; laws affecting business; discussions of public utilities, railroad regulation, trust busting, competition, trade associations, N.R.A., and the future.) -- Jobs or the Dole? by Neal B. DeNood, formerly of the faculty of Harvard University, now Co-ordinator of Statistics and Research, Works Progress Administration, Massachusetts. (Unemployment, its causes; what we have done about it; possible cures for business depressions; economic planning.) -- You and Machines by William F. Ogburn, Professor of Sociology, the University of Chicago (Relationships between machines and workers, historically and currently. The problem of adjustment.)

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The following publications can be obtained from the Social Security Board, Washington, D. C.

Explanation of the Provisions for the Aid of Dependent Children in the Social Security Act (6846).

Explanation of the Old-Age Assistance Provisions of the Social Security Act (6709-6708).

Explanation of the Provisions under Title X of the Social Security Act in regard to Grants to State Plans for Aid to the Blind (6584).

Explanation of the Provisions of the Social Security Act (6585a).

Unemployment Insurance in the Economic Security Program (pamphlet).

Child Welfare in the Economic Security Program (pamphlet).

What the Economic Security Program Means to You (pamphlet).

Toward Economic Security, A Review of President Roosevelt's Economic Security Program.

Features of the Economic Security Program, A review of the Federal Economic Security Bill by Edwin E. Witte, formerly Executive Director, Committee on Economic Security.

The Social Security Act, together with three analyses of the provisions of the Act entitled:

Summary of Provisions of the Federal Security Act Relating to Unemployment Compensation - Summary of Provisions of the Federal Social Security Act - Relation to Federal Old-Age Benefits and Federal Employment Taxes - Summary of Provisions of the Social Security Act Relating to Federal Grants to States.

Actuarial Factors in State Unemployment Compensation Plans.

The Federal-State Program for Unemployment Compensation (Revised) (6680).

Form giving information on rules and regulations.

APPENDIX TABLES

APPENDIX TABLE I

AVERAGE NUMBER OF CASES AND PERSONS RECEIVING RELIEF, BY MONTHS
SEPTEMBER, 1932 - OCTOBER, 1935

Month and Year	Average Number During Month		Average No. of Persons per Case
	Cases	Persons	
September, 1932	146,959	676,011	4.6
October	180,417	829,918	4.6
November	240,008	1,104,036	4.6
December	292,617	1,346,038	4.6
January, 1933	343,011	1,577,851	4.6
February	391,163	1,799,350	4.6
March	426,216	1,960,610	4.6
April	440,819	1,975,135	4.5
May	449,743	1,998,426	4.4
June	443,709	1,940,085	4.4
July	412,569	1,773,089	4.3
August	366,856	1,576,840	4.3
September	328,638	1,422,717	4.3
October	319,885	1,361,223	4.3
November	324,780*	1,352,638*	4.2
December	311,615*	1,298,558*	4.2
January, 1934	288,136*	1,183,240*	4.1
February	295,500*	1,191,449*	4.0
March	304,566*	1,230,595*	4.0
April	343,995	1,386,300	4.0
May	348,960	1,406,955	4.0
June	341,342	1,365,970	4.0
July	334,903	1,335,469	4.0
August	334,096	1,325,983	4.0
September	345,716	1,372,876	4.0
October	360,036	1,425,255	4.0
November	373,441	1,470,232	3.9
December	401,437	1,570,945	3.9
January, 1935	431,975	1,678,377	3.9
February	450,859	1,728,286	3.8
March	455,343	1,727,192	3.8
April	459,121	1,738,307	3.8
May	447,125	1,691,316	3.8
June	436,894	1,649,386	3.8
July	424,000	1,587,664	3.7
August	426,583	1,606,633	3.8
September	431,319	1,625,304	3.8
October	406,866	1,517,087	3.7

* Employment provided by C.W.A. activities during these months reduced the number of cases receiving relief.

APPENDIX TABLE II

TURNOVER IN RELIEF CASE LOAD, BY MONTHS
OCTOBER, 1934 - OCTOBER, 1935

Month		Number of Cases		Number of Relief Applications		
		Reinvestigated	Closed	Investigated	Rejected	Accepted
October, 1934	351,599	276,802	31,250	63,348	18,079	45,269
November	365,618	256,411	32,525	66,070	19,281	46,789
December	379,882	261,167	31,124	86,388	18,179	68,209
January, 1935	416,967	262,915	27,639	68,563	15,222	53,341
February	442,669	286,870	40,160	60,990	11,304	49,686
March	452,195	376,310	45,608	67,375	15,339	52,036
April	458,623	359,270	43,946	55,793	13,355	42,438
May	457,115	418,826	64,957	66,221	17,131	49,090
June	441,248	378,580	46,241	51,428*	14,743	38,553
July	433,560	345,657	67,325	60,060*	15,154	41,607*
August	407,842	390,264	52,937	90,369	18,914	79,882*
September	434,787	351,008	43,810	44,834	13,153	34,747*
October	425,724	432,273	64,734	50,393	17,159	35,072

* Revised since preceding issue.

APPENDIX TABLE III

CASE LOADS, EXPENDITURES AND PER CENT OF POPULATION RECEIVING RELIEF, BY COUNTIES
OCTOBER, 1935

County	Average Number During Month — Cases	Persons	Per Cent of Population	Relief Expenditures*
TOTAL	406,866	1,517,087	15.8	$14,047,498.66
Adams	483	2,526	6.8	12,797.13
Allegheny	73,540	248,909	18.1	2,708,869.25
Armstrong	3,114	13,440	16.9	97,734.42
Beaver	5,469	18,891	12.7	180,528.37
Bedford	1,657	7,471	20.0	43,903.91
Berks	6,245	22,719	9.8	224,332.98
Blair	5,359	22,041	15.8	173,231.39
Bradford	836	3,673	7.5	24,408.82
Bucks	1,370	5,899	6.1	46,176.40
Butler	2,774	12,140	15.1	92,442.94
Cambria	9,063	39,548	19.5	288,677.71
Cameron	53	234	4.4	1,220.76
Carbon	1,936	7,988	12.6	74,842.47
Centre	1,636	7,227	15.6	52,110.00
Chester	2,245	10,023	7.9	68,662.22
Clarion	1,134	4,893	14.2	36,952.79
Clearfield	5,495	24,825	28.6	170,693.71
Clinton	1,334	5,498	17.0	38,288.43
Columbia	1,985	9,921	20.3	65,735.89
Crawford	2,032	8,485	13.5	52,538.21
Cumberland	1,544	6,615	9.7	43,653.45
Dauphin	5,612	22,533	13.6	167,562.64
Delaware	5,272	21,247	7.6	196,108.09
Elk	891	3,898	11.7	26,668.72
Erie	7,235	26,485	15.1	226,664.87
Fayette	13,865	56,211	28.3	470,720.43
Forest	143	616	11.9	3,784.24
Franklin	1,312	5,954	9.2	34,035.01
Fulton	382	1,841	19.9	7,690.97
Greene	2,253	9,841	23.6	74,106.85
Huntingdon	1,754	7,392	18.9	44,888.00
Indiana	3,934	18,221	24.2	127,252.23
Jefferson	2,422	10,846	20.8	77,432.10
Juniata	534	2,520	17.6	14,896.29
Lackawanna	17,020	69,501	22.4	581,472.31
Lancaster	4,828	17,610	8.9	135,644.40
Lawrence	5,231	19,152	19.7	189,539.53
Lebanon	1,366	5,813	8.7	42,121.53
Lehigh	6,456	24,236	14.0	232,397.99
Luzerne	24,044	101,525	22.8	885,421.07
Lycoming	3,887	14,684	15.7	116,835.04
McKean	1,070	4,279	7.8	28,814.75
Mercer	4,076	15,713	15.8	141,114.64
Mifflin	1,322	5,894	14.6	43,912.45
Monroe	808	3,390	12.0	26,922.70
Montgomery	2,884	12,304	4.6	95,035.74
Montour	724	3,455	23.8	24,133.42
Northampton	5,574	21,507	12.7	206,531.82
Northumberland	7,073	32,195	25.1	252,171.84
Perry	638	3,008	13.8	18,693.59
Philadelphia	97,880	299,869	15.4	3,582,320.66
Pike	87	392	5.2	3,003.95
Potter	551	2,199	12.6	12,328.13
Schuylkill	12,302	49,071	20.8	376,693.93
Snyder	872	4,395	23.3	27,498.77
Somerset	4,178	18,360	22.7	129,072.74
Sullivan	196	876	11.7	5,966.19
Susquehanna	1,167	4,845	14.3	43,560.48
Tioga	665	2,805	8.8	16,438.74
Union	674	3,224	18.5	20,270.05
Venango	2,737	11,097	17.6	93,537.88
Warren	1,272	5,284	12.7	38,645.27
Washington	6,632	25,866	12.6	195,661.73
Wayne	602	2,669	9.4	19,471.74
Westmoreland	11,138	45,253	15.3	350,567.23
Wyoming	589	2,491	16.1	20,966.08
York	3,410	13,554	8.1	111,832.75
State-wide	-	-	-	9,227.83

* Expenditures for direct relief only.

APPENDIX TABLE IV

EXPENDITURES FOR DIRECT RELIEF, WORK RELIEF, SPECIAL PROGRAMS AND ADMINISTRATION
SEPTEMBER, 1932 - OCTOBER, 1935

Month and Year	Direct Relief	Work Relief	Special Programs	Administration	Total
September, 1932	$ 1,062,303.51	-	-	$ 10,809.26	$ 1,073,112.77
October	2,291,016.53	$ 21,907.03	-	44,624.40	2,357,547.96
November	3,378,053.13	453,543.36	-	58,294.12	3,889,890.61
December	4,715,575.18	793,608.04	-	115,047.45	5,624,230.67
January, 1933	5,477,249.98	466,442.50	-	143,664.56	6,087,357.04
February	6,012,456.90	746,844.77	-	182,355.36	6,941,657.03
March	7,146,385.51	588,237.98	-	210,636.42	7,945,259.91
April	6,375,039.04	469,140.71	-	223,208.77	7,067,388.52
May	7,322,026.53	831,155.24	-	249,334.12	8,402,515.89
June	6,794,142.26	454,235.21	$ 1,110.05	255,830.45	7,505,317.97
July	5,960,716.93	357,417.93	16,501.81	269,825.73	6,604,462.40
August	6,136,148.19	333,988.92	16,050.86	282,333.60	6,768,521.57
September	5,420,309.77	560,105.55	16,660.62	320,247.89	6,317,323.83
October	5,535,859.79	769,455.03	16,488.22	330,848.81	6,652,651.85
November	6,259,156.41	500,638.57	44,222.85	356,888.46	7,160,906.29
December	6,354,065.63	280,051.26	95,935.04	373,023.56	7,103,075.49
January, 1934	6,004,453.98	251,407.16	147,902.00	406,884.98	6,810,648.12
February	6,117,090.37	94,002.93	190,392.12	383,671.52	6,785,156.94
March	7,753,344.99	77,162.27	259,370.66	455,642.48	8,545,520.40
April	6,989,491.47	4,421,122.99	305,797.35	685,909.24	12,402,321.05
May	7,248,967.59	4,030,066.68	265,190.43	777,650.58	12,321,875.28
June	6,820,973.22	4,070,764.89	174,589.00	877,554.64	11,943,881.75
July	7,000,736.76	3,285,119.20	196,584.82	871,466.15	11,353,906.93
August	8,044,549.07	1,919,106.60	414,927.63	897,065.47	11,275,648.77
September	7,753,949.90	468,436.43	366,774.78	893,706.62	9,482,867.73
October	9,262,223.87	992,577.11	825,037.43	1,068,068.84	12,147,907.25
November	9,429,111.28	3,604,126.00	517,347.35	1,096,570.81	14,647,155.44
December	9,558,665.10	6,357,949.52	806,690.38	1,228,984.44	17,952,289.44
January, 1935	11,088,291.17	8,263,342.53	715,827.88	1,473,578.89	21,541,040.47
February	11,201,503.68	7,255,603.62	560,497.23	1,353,977.01	20,371,581.54
March	13,377,239.44	3,201,948.35	587,262.44	1,512,126.95	18,678,577.18
April	14,413,618.81	3,476,007.58	565,737.53	1,575,191.16	20,030,555.08
May	13,574,667.08	3,581,874.04	699,038.28	1,754,726.13	19,610,305.53
June	11,763,668.09	3,085,450.20	476,367.77	1,542,818.41	16,868,304.47
July	13,649,167.88	2,278,020.51	276,730.89	1,686,761.69	17,890,680.97
August	14,024,835.33	307,012.23	425,304.62	1,703,416.29	16,460,568.47
September	13,583,594.94	-	401,546.84	1,378,051.95	15,363,193.73
October	14,047,498.66	-	215,368.40	1,330,790.84	15,593,657.30

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